

출장보고서
2015. 09. 26~10. 04
독일, 프랑스

선진국 공무원 교육·훈련 제도에 관한 사례연구 출장보고서(독일, 프랑스)

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01 출장개요

1. 출장 목적 요약

- ‘선진국 공무원 교육·훈련 제도에 관한 사례연구’ 과제 수행을 위해 독일 및 프랑스 정부의 교육 기관 및 대학을 방문하여 인터뷰를 실시하고 네트워킹을 형성

2. 출장 일정

일자	시간	일정
09.26(토)	13:05~17:40 19:45~20:55	- 인천공항 출발→독일 프랑크푸르트→베를린 도착
09.27(일)	09:00 ~ 18:30	- 인터뷰 내용 정리, 준비 등
09.28(월)	10:00~12:00	- Federal Ministry of Interior(BMI) 방문, 해당기관 관계자 3인 인터뷰 · Mr. Michael Scheuring, Deputy Head, Directorate-General Public Service · Dr. Christian Maiwald · Ms. Astrid Rosbeck, The Civil Service Unit
09.29(화)	10:00~12:00	- Baköv 베를린센터 센터장 Dr.Andreas Sachtleben 인터뷰
09.30(수)	15:10~16:55	- 베를린 → 프랑스 파리 도착
10.01(목)	15:30~17:30	- Ecole Nationale d'administration(ENA) 방문, 관계자 인터뷰 · Mr. Alexandre Tran-Chuong, Deputy Head, Asia Oceania Desk, Department of International Relations
10.02(금)	10:00~12:00 14:30~16:30	- DIRECTION GENERALE DE L'ADMINISTRATION ET DE LA FONCTION PUBLIQUE 방문, 관계자 인터뷰 · Mrs. Vanessa FREY, Project Manager - Ministeres economiques et financiers 방문, 관계자 인터뷰 · Mr. Jan-Francois Verdier, Inspecteur general des finances
10.03(토) ~10.04(일)	21:00~15:00	- 파리 → 인천공항 도착

02 독일(Germany)

- 독일(Germany)의 공무원 교육·훈련에 대해 중앙 정부 차원에서 공무원 교육·훈련을 실제로 담당하는 BAKöV, 그리고 공무원 인사 제도 및 교육·훈련과 관련된 업무를 수행하는 Federal Ministry of the Interior(German: Bundesministerium des Innern) 관계자들을 인터뷰하였음.

1. 공무원 교육·훈련 기관: BAKöV(The Federal Academy of Public Administration: Bundesakademie fuer öffentliche Verwaltung)

1) 기관 소개

- The Federal Academy of Public Administration(BAKöV) is the central advanced training facility at federal level. It was founded in 1969 and is an independent part of the Federal Ministry of the Interior.
- Working closely with the federal administration, industry and academia, BAKöV is responsible for enhancing the productivity of the public service by providing practically oriented advanced training.
- Organization (Chart)

[그림1] BAKöV 조직 구성



- BAKöV is divided into eight training divisions and is headed by a president. Training divisions 1 and 6 are inter alia responsible for policy and cross-sectoral issues, while training divisions 2 through 5 are primarily responsible for developing further training events, for developing BAKöV's programme and for accompanying and evaluating seminars.

2) Management

- Budget: BAKöV has its own annual budget of about 3.5 million euro. Open seminars are financed from this budget, while closed seminars for specific departments or agencies have to be paid by the respective institution.
- Staff: It runs offices in Berlin and Bruehl, and has 54 permanent staff members, 359 trainers(members of the public administration, the scientific community or free-lancers) working for the BAKöV.
- Programme: BAKöV offers skills courses, specialized seminars(addressing e.g. budget, organization, planning, information technology and legislative issues) and courses for civil servants wishing to advance to the higher service.

- Training Division 1: Policy issues and co-ordination; Services Center Berlin
- Training Division 2: General professional Further training; Further training to prepare candidates for promotion from the higher intermediate service to the higher service (6,419 participants(2014))
- Training Division 3: Further training providing EU Competences and to promote international skills (789 participants(2014))
- Training Division 4: Executive training, behavioural training, personnel development (7,127 participants(2014))

- Training Division 5: IT-related further training and new media-based learning methodologies (1,545 participants(2014))
- Training Division 6: Coaching centre (108 participants(2014))
- o Participation: Every year, BAKöV organizes about 1,800 seminars for approximately 20,000 participants, based on the training needs determined by the individual federal ministries and compiled in the annual programme.

[그림 2] 참여인원(직급별) 현황

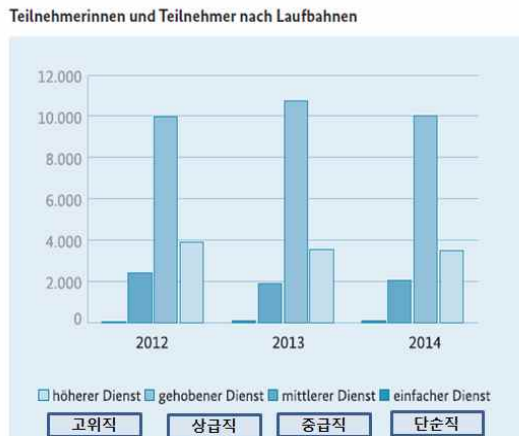


Abbildung 4: Zahl der Teilnehmerinnen und Teilnehmer nach Laufbahnen im Jahresvergleich

3) Interviewee

Dr. Andreas Sachtleben (European Skills and International Competences Unit)

4) Interview Summary

Q. Values and competencies expected of civil servants

- o An ideal type of civil servants in Germany has been a well-rounded “Michelangelo of the public sector” with a strong professional background in one ministry.
- Germany government keeps considering new recruitment qualification criteria(e.g., languages; educational background; social competency).
- BAKöV has the CST programs for new competencies(e.g. EU-related skills through Seminars and exchange programmes)

Q. Participating in the Civil Service Training(CST) programs

- o It has been known that in Germany participating in CST is mainly optional, i.e., it is up to individual civil servant’s voluntary participation.
- There is no mandatory training programs except for the training programs for those who aspire to be promoted to higher class(e.g., inter-class promotion from Intermediate class to High one).
- There is no (needs for) apparent formal incentives designed to draw trainees or potential trainees.
- o Promotions and the corresponding mandatory training are totally up to individual civil servants’ willingness for promotions.
- o Participating in specific courses was not a prerequisite for promotion.
- There is no systemic integration with personal management and development.
- In most ministries, there was no structured, mandatory training program for leadership development, and personal development and training were scarcely linked to each other.

- The extent and focus of training depended on individual initiative and support by the superior as places were limited and demand exceeds supply.

Q. Management of the CST programs

- BAKöV regularly assess training demands by holding annual meetings with many ministries' employees.
 - Their suggestions are overviewed, determined to be accepted, and reflected to the BAKöV curriculum.
- BAKöV also provides training programs for trainers.
- The performances of the trainers of BAKöV are evaluated formally and regularly by both their senior staff and their trainees

Q. BAKöV's aim and expectation

- BAKöV aim to achieve the highest possible level of lasting quality, effectiveness and efficiency. BAKöV design programmes and services to meet real-world needs. To this, BAKöV are constantly improving our quality management and evaluate in particular the effectiveness of their work.
- BAKöV ensure that work is successful through competence, motivation and commitment; dialogue and cooperation with the public administration; the private sector; the research community and social institutions; Collaboration with European and international institutions. BAKöV continue to improve their own qualifications on a regular basis.

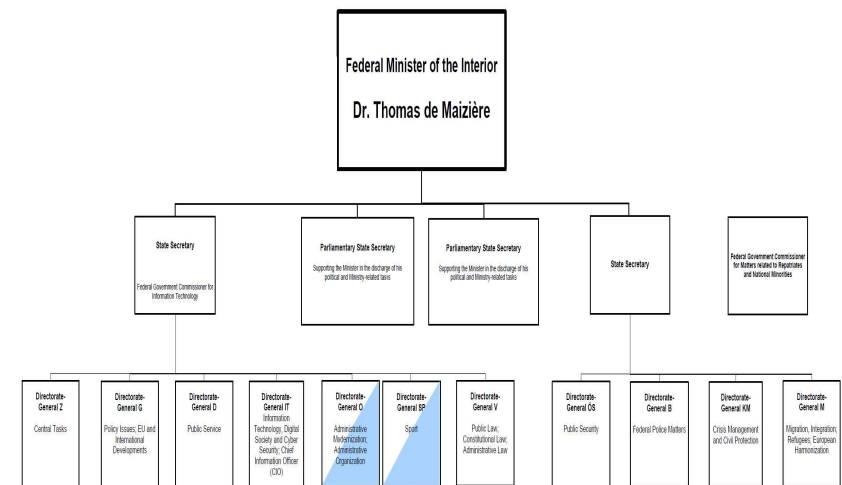
2. 정부기관: Federal Ministry of the Interior(German: Bundesministerium des Innern, 이하 'BMI')

1) 기관 소개

- 1879년 Bismarck의 제안에 의해 The Reichsamt des Innern(Imperial Office of the Interior)로 탄생하였음. 1945년 현재의 정부부처로 이어짐.
- BMI is responsible for internal security and the protection of the constitutional order, for civil protection against disasters and terrorism, for displaced persons, administrative questions, and sports. It is host to the Standing Committee of Interior Ministers and also drafts all passport, identity card, firearms, and explosives legislation.
 - 우리의 과거 내무부(현, 행정자치부, 인사혁신처)와 같은 역할 수행. 따라서 공직자 관리, 인사제도 등을 담당

○ Organization (Chart)

[그림3] BMI의 주요 조직



- 장관을 보좌하고 부처 업무를 관장하기 위해 2명의 State secretary와 2명의 Parliamentary state secretary를 두고 있음. 이 중 Parliamentary state secretary는 대 국회 및 정당 관련 업무를 보좌하는 역할을 수행하며, BMI의 각 부서를 지휘·관할하는 것은 State secretary가 담당하고 있음

2) Interviewee

- Mrs. Astrid Rosbeck, Deputy Head of Unity D2
 - Unity D2: Law on civil servants; special fields; law governing public service careers; Office of the Federal Personnel Committee; basic and advanced training
- Dr. jur. Christian Maiwald

3) Interview Summary

Q. the Civil Service Training participating and the CST after the unification of the two German states

- the re-training of the East (and West) Germany civil servants
- the CST program to facilitate the cultural unification

- Right after the unification, some measures were taken.
 - West Germany government rigorously checked if the individual civil servant of East Germany fits the West Germany's public services in terms of democratic spirit and former duties in the past regime (e.g., advocates of Marx and Lenin's ideas were rejected to be re-employed.)
 - Especially because of the different legal frameworks and education systems of the two Germanys, the East Germany civil servants had to be re-trained and re-assessed for re-employment through a qualification test.
 - Such re-training was mandatory, took three to six months, and was provided by Baköv and many other states' training institutions.

- Because of the different education systems and civil servants' qualifications of the two regimes, the East Germany civil servants were often re-ranked into new positions different from their former ones.

- Because of such rigorous standards of re-employment, most low-ranked civil servants of East Germany were re-employed, but many high-ranked ones were not.
- In the process of unification, most legal systems of West Germany were applied to the former East Germany.
 - To support cultural unification, some fundamental systemic frameworks (e.g., monetary system unification) were implemented first.
 - But many parts of legal system of West Germany (e.g., traffic system of East Germany) were also respected and maintained.
- Besides depending on legal system's modifications, the two Germanys also took another approach to the actual unification.
 - The civil servants of the two regimes worked collectively in pursuit of common projects.
 - They travelled to each other's territory, and thereby intentionally experienced a lot of opportunity to mingle and understand each other.
- Still, the unification of the two states has never been easy, and such gradual process of unification should be expected to take at least more than one generation.

Q. Centralization/Decentralization of HRM measures

- Of course there are disadvantages of decentralization.. In order to resolve

such problems, some measures such as information system standardization have been implemented.

- However, such disadvantages of decentralization have been well resolved through lateral negotiation and coordination without relying on centralization.
- Further, decentralization has its own advantages such as risk diffusion and diversified learning.

Q. Employing senior civil servants and CST programs for them

- Almost senior managers are employed through internal promotions(부처 내부).
 - 승진자를 위한 교육 프로그램이 있지만, mandatory가 아님.
 - 독일 공직자의 대부분이 법학을 전공한 lawyer라는 점도 필수 교육과정을 두지 않는 이유가 되기도 함.
- Employment from the private sector is rarely done.
 - Even so, there is no special training program for such employees. He or she from the private sector will choose and take an appropriate training programs among the existing ones.

Q. Emerging issues regarding the national HRM and CST

- More demands for public services
 - In Germany, in an effort to reduce bureaucracy (and its inefficiency), the number of civil servants had been decreasing until two years ago.

- But due to increasing demands for public services, now the number of employees is in an increasing trend again.

- Migration issues
 - As of now, there is little capacity to deal with abrupt migration issues.
 - (Outside Bakoev), the ministry in charge of migration issue has its own training program.
- Reflecting all parts of society
 - German government is trying to increase recruitment of immigrants with various backgrounds.
 - Baköv is trying to design and incorporate more inter-cultural trainings programs.

Q. Recommendation for Korea government's HRM and CST

- Despite the costs of coordination, Germany makes the most of decentralization.
 - Such approach is justified all the more because of the social and cultural ability of conflict resolution (i.e., lateral compromise, negotiation, and coordination rather than vertical control.)
- Such ability has been built up thanks to some factors as follows.
 - While experiencing WWI and WWII, people learned and became more practical, and took pragmatism.
 - Both civil society and government bureaucracy focuses more on the substances and best solutions than on abstract and vague pride.

03 프랑스(France)

□ 프랑스(France)의 공무원 교육·훈련에 대해 공무원 교육·훈련을 실제로 담당하는 ENA, 그리고 공무원 인사 제도 및 교육·훈련과 관련된 업무를 수행하는 Directorate-General for Administration(French: Direction General de l'Administration et de la Fonction Publique) and Civil Service 및 Ministry of Economy and Finances(French: Ministeres Economique et Financiers) 관계자들을 인터뷰하였음.

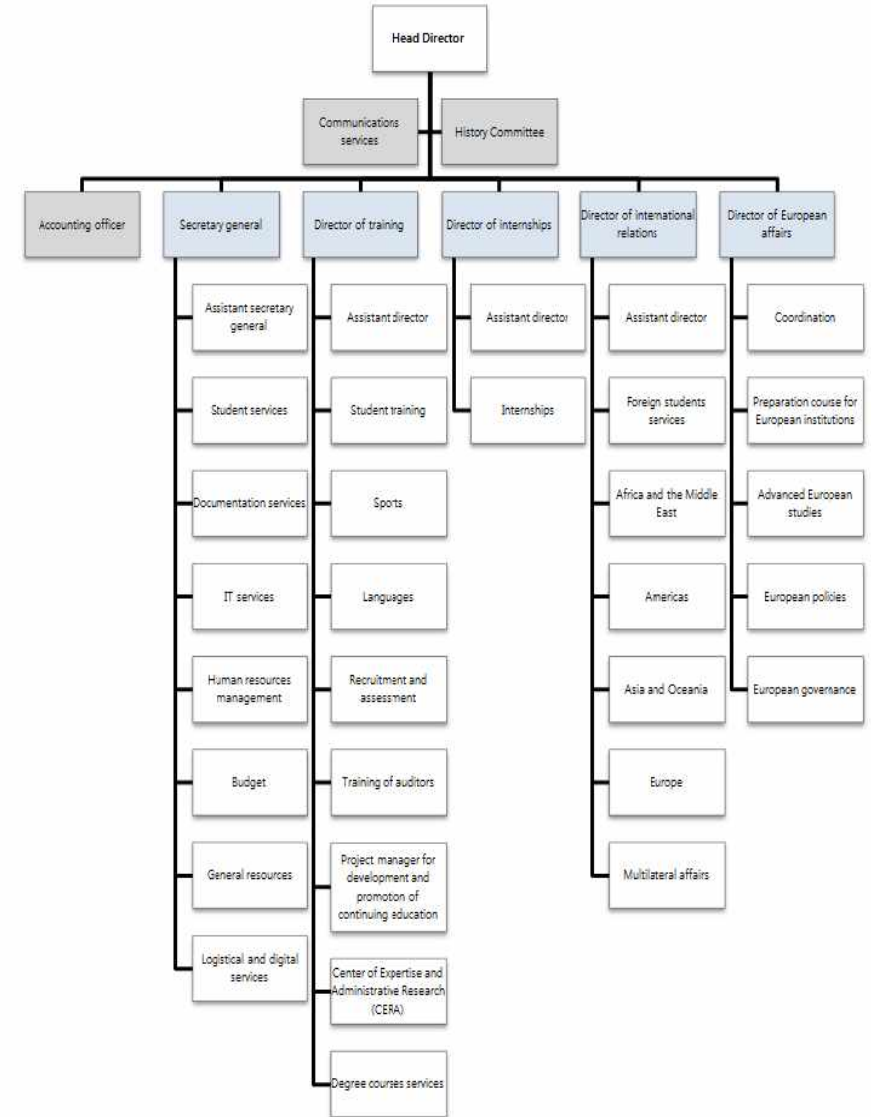
1. 공무원 교육·훈련 기관: ENA(National School of Administration: Ecole National d'Administration)

1) 기관 소개

- Created by General de Gaulle in October 1945, the founding principles of the ENA are to broaden access to the highest executive levels of government service, and to provide professional training for senior civil servants.
- Its mission is to: recruit and provide initial training to French and foreign high-level civil servants, ensure continuing professional and advanced training for French and foreign high-level civil servants, foster bilateral and multilateral European and international relations in the fields of public governance and administration, and educate students on European issues and prepare them for the competitive examinations required to enter European institutions.

○ Organization (Chart)

[그림4] ENA 조직 구성



2) Management

- Budget: ENA has an annual budget of around 42.3 million euro, out of which state subsidy is 35.5 million euro.
- Staff: The ENA operates in Strasbourg (headquarters) and Paris, and has around 200 staff members. The school has a permanent teaching staff of only two (French as a foreign language, sports), and more than 1,000 other teachers are recruited each year for all the school's different educational programs.
- Programme

① Initial training

- Entrance into the principal curriculum that prepares for careers in the higher civil service is by competitive examination. There are three entrance examinations for entry into ENA each year: the external examination for students having received a university-level diploma for at least the equivalent of three years of study after secondary school, the internal examination for career civil servants or government employees with at least four years' professional experience, and the third examination for elected officials, labor leaders and private sector employees with a total of at least eight years of professional or elected service.
- The 24-month program is divided into three modules: Europe, local administration and public sector administration and management. The Europe and local administration modules are taken in common by French students and foreign students in the long international cycle. Meanwhile, Internships and group work are two strong points of the education. Internships occupy half of schooling, providing a unique opportunity to gain practical experience in the functioning of public administration. This is real work experience and not a simple observation period. Students

will demonstrate an ability to adapt quickly to different and new realities, showing potential to assume the responsibilities of a senior official and exercise various functions.

② Continuing education

- European Masters Degree in Governance and Administration (MEGA): A Franco-German initiative involving the University of Paris 1 Pantheon-Sorbonne and the University of Potsdam, this course provides insight into the administrative practices of France and Germany and the tools necessary for good governance and citizen administration.
- Masters Degree in Public Management: The objective of this Master is to train managers able to control and supervise the process of modernization undertaken in the public sector, whether in finance and accounting reforms, evaluation and monitoring of policies, and management of human resources.
- Masters Degree in Risk Management: This course is aimed at professionals operating in a communication and crisis management environment, whether in the field of civil security, public health or the environment.
- Cycle of Postgraduate European Studies (CHEE): The CHEE cycle is designed for a class of some 40 high-potential participants from Europe or non-European countries, from different professional backgrounds, with proven responsibility in their sphere and at least six years of professional experience.

③ European affairs

- Preparation for EU competitive examinations: ENA is accredited as a preparatory center for France by the European Personnel Selection Office (EPSO), which is responsible for recruiting European officials on behalf of the European institutions.

④ International cycles

- The Long International Cycle (CIL) lasts 16 months and helps students deepen their knowledge on European issues and become familiar with the French administration. This course allows them to benefit from the same training as the French students at ENA. The course is open to overseas civil servants beginning their careers, to overseas public sector agents, and to students intending to become civil servants in their own countries.
- Short specialized International Cycles in Public Administration (CISAP) are one- to four-week cycles on specific themes, intended for high-level civil servants from abroad, managers in public sector companies and representatives of NGOs who wish to improve their knowledge in specific areas.

3) Interviewee

Chantal Sevrin (Head of the Department of International Relations)

4) Interview Summary

Q. CST programs designed for civil servants not from ENA

- ENA is in charge of educating the central government employees. Local governments' employees are recruited and educated by other education institutions.
- 80 percent of central government employees are from ENA. The remaining 20 percent are those who are internally promoted from lower positions, or those who are employed from outside ENA. They must go through short-term training programs, which usually take about eight months.

Q. Nature of the ENA's training programs

- All programs and courses of ENA are mandatory. There are no elective courses.

Q. ENA's international alumni network

- ENA provides CST programs for international trainees. Each country has its own alumni network, but such networks are not systematically managed by ENA yet.

Q. ENA's external network at the institutional level

- In terms of institutional networking, ENA collaborates with domestic institutions for domestic trainees, and with international institutions for international trainees. On the individual level, ENA's trainers are 100 percent external experts. The ENA determines the needs for specific training programs and then recruits the best external experts for the programs.
- The qualifications for the trainers are: levels of trainees, trainer's experience and expertise on both theory and practice. As trainers are employed entirely on a contract basis, ENA is not involved in the capacity development of the trainers.

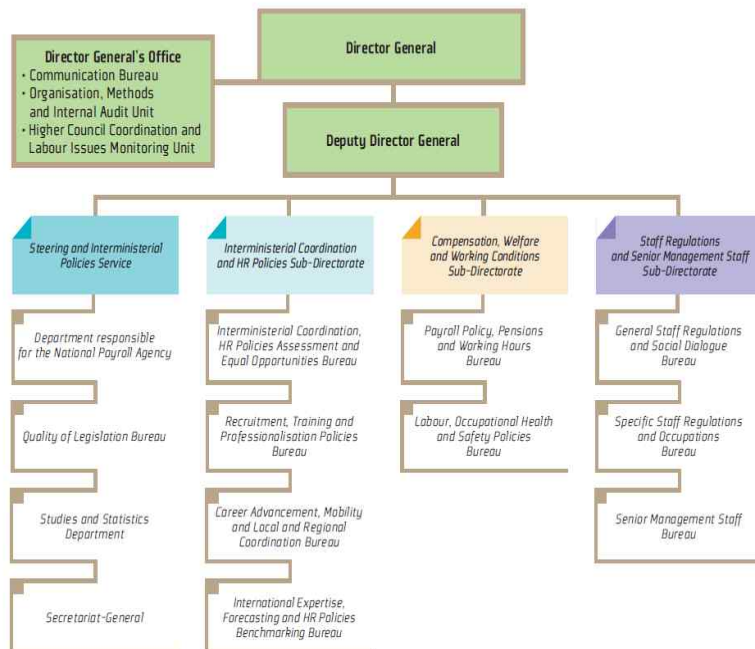
2. 정부기관: Directorate-General for Administration and Civil Service(French: Direction Generale de l'Administration et de la Fonction Publique, 이하 'DGAFP')

1) 기관 소개

- The DGAFP was created in 1945, with the mission to design and implement policies for the civil service, particularly in the field of human resources.
- In addition to fulfilling its mandate of ensuring consistency of regulations, the DGAFP is also a key partner for public employers. It is increasingly called on to lead interministerial, and even inter-civil service, efforts.
- Organization (Chart)

[그림5] DGAFP 조직 구성

DIRECTORATE GENERAL FOR ADMINISTRATION AND THE CIVIL SERVICE



2) Interviewee

- Vanessa Frey (Project manager, International Expertise, Innovation and HR Policies Benchmarking Bureau)

3) Interview Summary

Q. Details of the three priorities of France's Social Agenda 2012: social dialogue, exemplary public employees, mobility

- The social agenda is a process of negotiation and agreement between ministries and trade unions and both public and private sectors. Such process has existed even before 2012, but became more formal and regular since 2012

Q. Changing values in the French civil service

- Reform keyword 1: transparency
 - About two years, ago, there was a serious incident of corruption in the civil service. It became an impetus for making civil servants' ethics more strictly regulated. A new law on civil servants' rights and ethics is about to be enacted on October 2015. The major features of the law are: religious neutrality of civil servants, requirement for civil servants to declare conflict of interests before holding an office, and requirement to civil servants to receive approval from the ministry before pursuing jobs outside the service.
- Reform keyword 2: downsizing
 - France has been reducing the size of government in terms of the number of civil servants. When a civil servant retires, he or she is not replaced by new personnel. Also, downsizing takes place through devolution to local

government, contract-based workers and outsourcing to the private sector. However, downsizing is being faced with resistance from the trade union.

○ Reform keyword 3: conflict of values

- It is true that respect and conformity to the hierarchical system has been traditionally cherished in French government. But since around the mid-1980s, conflict of values are observed in the government, such as equity vs positive discrimination and authority based on seniority vs efficiency. The government has tried to deal with such conflict of values in many ways.

Q. Emerging issues regarding HRM and CST in France

○ Life-long education should be mandated. Although there are many education and training programs designed for top managers, participation in such programs is not mandatory. In the future, even top managers should be required to take short-term training programs. There is also the dilemma of downsizing. Government downsizing has the risk of underinvestment of CST because of shorter-term based civil servants.

3. 정부기관: **Inspectorate General of Finances, Ministry of Economy and Finance (French: Inspection Générale des Finances, 이하 IGF, Ministeres Economique et Financiers)**

1) 기관 소개

○ The IGF is responsible for providing oversight, audit, analysis, consulting and evaluation services in administrative, economic and financial matters. In recent years, the IGF has been at the head of the movement of modernization of the state. As it is an interdepartmental body, it carries out missions for many ministries.

○ The IGF recruits each year some of the best students graduating from ENA and career opportunities after leaving the IGF are among the nicest.

2) Interviewee

○ Jean-Francois Verdier (General Inspector of Finance)

3) Interview Summary

Q. How France deals with the dilemma between more demands for public service and the pressure to reduce bureaucracy

○ France, along with other European countries, has been reducing the size of government. In Europe, Germany, which increases the size government, is an exceptional case. Today, France faces the dilemma between more demands for public service (e.g., health services due to demographic trends) and more pressure to reduce government (due to immense size of government compared to other OECD countries).

○ At the state level, France tries to stabilize the size of government by increasing more imperative services such as education and health, while downsizing other parts of government. At the local level, local government is increasing its size in response to the growing demands for public services, which the state government has little control over. In the 2017 Presidential election, the reforms of government will be one of the most controversial issues.

Q. Process of assigning ENA graduates to ministry jobs

○ The employment process is as follows. Each ministry announces job posts, after which ENA prepares information about the rankings of the would-be graduates. A job fair is held, where employers, ENA staff and would-be graduates come together, and individual consultations between employers

and students are conducted. After the job fair, each ministry provides their opinion on the students, while the students declare their preferences. The assignment of job positions are made based on each candidate's preference and performance rankings.

Q. Advantages and disadvantages of governance by an elite group
(civil servants educated at ENA)

- The advantages of an elite school system is that everyone has an equal opportunity to become a senior manager of central government through the ENA entrance exam. Also, training of high quality is hard to be provided in other general universities.
- The disadvantage of an elite school system is that access to the ENA entrance exam is actually limited to privileged groups. There has been attempts to resolve the problem by enhancing accessibility to the ENA preparation stage, such as by expanding the scope of eligibility, providing scholarship to those from low-income groups, and setting up local institutions which can help candidates from remote regions.