

**선진국 공무원 교육·훈련 제도에
관한 사례연구
해외출장 보고서
(2015. 9. 25~10. 5)
- 네덜란드·핀란드 출장 -**

2015. 10

Ⅰ 출장 개요

- 출 장 명 : 선진국 공무원 제도에 관한 사례연구를 위한 해외사례 연구 조사
- 출장일정 : 2015년 9월 25일(금) ~ 10월 5일(월) (출입국일 포함)
- 출 장 지 : 네덜란드, 핀란드
- 출장내용 : 네덜란드 및 핀란드 공무원 교육 담당기관 및 담당자 인터뷰를 통한 자료 조사
- 출장자(5명)

성 명	소 속	직 위	출장 일정
김순희	KDI 정책대학원	교수	'15.9.25~10.5 (총 11일간)
이태준	KDI 정책대학원	조교수	'15.9.25~10.5 (총 11일간)
차성훈	KDI 경제정보센터	전문연구원	'15.9.25~10.5 (총 11일간)
정성진	KDI 경제정보센터	전문연구원	'15.9.25~10.5 (총 11일간)
이슬기	KDI 경제정보센터	연구원	'15.9.25~10.5 (총 11일간)

- 주요 활동사항
 - 네덜란드 Ministry of Interior, ABD, NSOB, PBLQ 방문 및 공무원 교육담당자 인터뷰
 - 핀란드 HAUS, 방문 및 공무원 교육담당자 인터뷰

② 출장일정

날짜	시간	세부일정	주요 논의 사항
9.26 (토)		인천 → 암스테르담	
9.27 (일)	09:00~18:00	연구진 내부 회의	1. 인터뷰 일정 점검 2. 인터뷰 질문지 보완
9.28 (월)	9:30-11:00	The ministry of Interior affairs and kingdom relations 방문 (김순희, 차성훈, 이슬기)	Dr. Birgit Dewez(Head of the project learning & development) 인터뷰
	9:30-12:00	PBLQ 방문 (이태준, 정성진)	Mr. Peter van Enk and Mr. Cock Brink 인터뷰
	12:00~12:30	PBLQ CEO meeting	Mr. Leo Smits(PBLQ CEO) 소개 및 인사
	14:30~16:00	NSOB 방문	1. Hera Tseng(Director) 인터뷰 2. Prof. dr. Mark van Twistt(Dean) 인터뷰
9.29 (화)	09:00~11:00	ABD 방문	Loes Mulder(DirectorGeneral of ABD) 인터뷰
	14:00~16:00	HRM 전문가(교수) meeting	Prof. Bram Stejin and Prof. Marcel Thaens(Erasmus University) 인터뷰
	18:00~21:00	간담회	Prof. Steven van de Walle(Erasmus University) 등 교수 간담회
9.30 (수)		네덜란드 → 암스테르담	
10.1 (목)	09:00~11:00	Ministry of Finance 방문	Ms. Katju Hollkeri(Financial Counselor) 인터뷰
	13:00~16:00	HAUS 방문	Ms. Anneli Temmes(Managing Director) and Anna Saharinen(Director, Personnel Training) 인터뷰
10.2 (금)	08:00~11:00	SITRA 방문	Mr. Tapio Anttila(Executive vice president) 인터뷰
	14:00~18:00	HAUS 방문	Mrs. Johanna Snellman(director of management and leadership training) 인터뷰
10.3 (토)	12:00~16:00	간담회	Ms. Katju Hollkeri 등
10.4 (일)		핀란드 → 한국	

③ 세부 활동내역

NSOB 인터뷰 내용 정리

I. CST Institution management

□ Internal Management

- Governance
 - Private organization

Year	Legal framework(history)	note
1989	Foundation by two Prof in public administration of the universities of Leiden and Erasmus in Rotterdam Because of no post academic trainings for the high level in civil service like the MBA. To fill a gap in the market for high-level, applied public sector education	
2007	Starting out in Think Tank under the umbrella of the NSOB	
2015	NSOB is networking with Seven Universities and still private organization.	There is not any law and rule that authorize NSOB

- It is success factor that networking system, competition market, flexible organization, and collaboration with government.

- Financing
 - Annual revenue and Expenditure
 - Two ways of revenue source
 1. Education institution(program)
 2. Think-Tank
 - Auditing

Sorts of auditing	Substance	Main agents
Internal Auditing	Entire organization	Supervisory Board made of five board members
External Auditing	Financial factor	External Accountants / a year

- Evaluation and Reform of CST program : N/A
 - No exam
 - Assignments → group study → professors are in charge → evaluate each and every student and report them to our deans → program reform
- HRM of CST Personnel
- The over 50% of the professors will have a part time contract
 - Professors voluntarily want to work as a part time employee. In former times there's a full time professor teaching then part of the payment went to the professor and part to the university. But In the part time contract, the payment are 100% for them.

	Yes	No	Number
Full-time faculty		○	
Part-time faculty	○		3
Full-time staff	○		9
Part-time staff	○		7
Private incumbents		○	
Public incumbents		○	
Freelancers		○	
Retirees		○	
Volunteers		○	
Other: Professors who are affiliated to us through our network of universities (specify, _____)	○		40-50
Total			59-69

- External relations

- Networking system

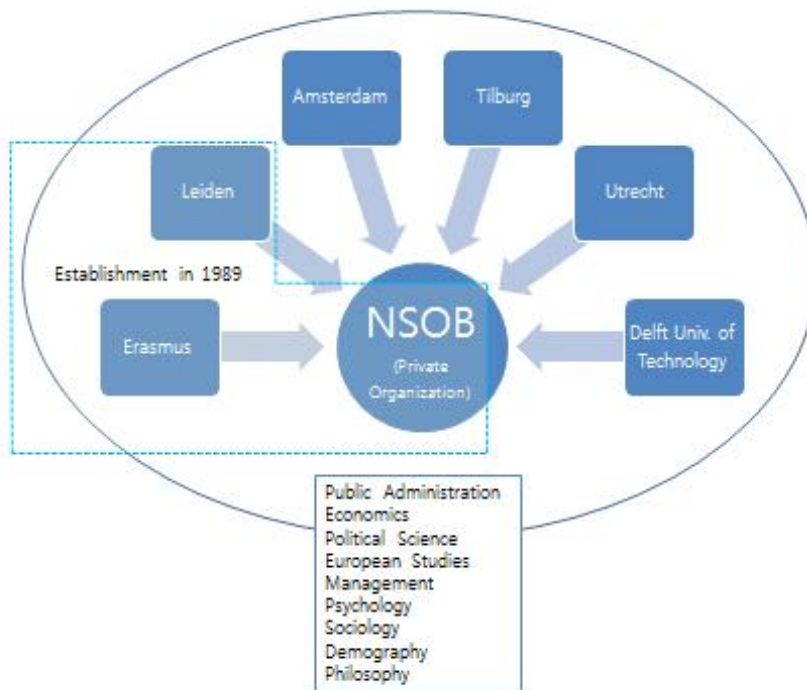


Figure 1: Networking with University

II. CST programs

- CST clients and Levels
 - Part time students between 200 and 300 per year

Public sector	Level			Branch	Policy domain
	Entry	Med-career	Senior or Executive	All	Almost policy area
	N/A	0	0	(executive, judiciary, legislative, etc)	
Non-profit Sector	N/A				
Private Sector	rarely if so, it is related to what the private sector should learn from public administration.				

□ CST types

- The program periods: from 4~5 month to 2 years

Program	Characteristics	Domestic	International
Degree program	Full-time	○	
	Part-time		
Certificate program	Full-time	○	
	Part-time	○	
Other programs	Full-time		
	Part-time		

□ Degree programs

- Master of Public Administration (MPA)
 - Mission: Equipping high-potential public managers for leadership roles in public administration
 - the 2-year program and five phases
 - ✓ 4 months: unfreezing phase(driving question)
 - ✓ 6 months: workshop phase
 - ✓ 2 months: embarking on individual 2 month studies abroad
 - ✓ 4 months: reflection phase
 - ✓ 4 months: application phase
- Master of Strategic Urban Studies (MSUS)
 - Mission: how rapid urbanization can be managed and what challenges it brings
 - 2-year program: several core themes and several field trips

- The first year
 - ✓ four modules about the state of the art in the field of urban management
 - ✓ In each assignment a practical urban challenge takes centre stage. The quality of the assignment is assessed by a jury of senior practitioners
- The second year
 - ✓ four modules designed to help participants to reflect more deeply on contemporary and future urban challenge
- Master of City Administration (Metropool)
 - Mission: How to be effective administrators in the city and how to function well in their relationships with politicians and the citizenry
 - Four Phase programs
 - 1st: To attend lectures on the four major topics of the program and train their personal skills. An internship at another organization at home or abroad, constitutes
 - 2nd: An internship at another organization at home or abroad
 - 3th: To reflect on what they have learned so far and what those lessons mean for their daily practice.
 - ✓ Graduates. but option to extend their studies for another 9+ months
 - 4th(optional, 9+ months): to earn the title of Master of City Administration (MCA)
- ◻ Certificate programs
 - The rest of the other educational programs
 - Interdepartmental Management Course (IML)
 - Mission: the management and leadership skills of senior executives at departments, executive and regulatory agencies
 - the request of the secretary–generals of Dutch departments(~1997)
 - 21 cohort of graduates
 - Five residential modules and team based research assignments
 - ✓ Module 1 State and society
 - ✓ Module 2 Europeanisation and internationalisation
 - ✓ Module 3 Managing and changing organisations
 - ✓ Module 4 Politics and administration
 - ✓ Module 5 Public sector transformations

Level	Short-term		Long-term	
	Program	Subject	Program	Subject
Entry	N/A		N/A	
Mid-career	LAS	Strategy and Strategic advice	MPA (Degree)	Master of public administration
	LTN	Supervision and control		
	MSUS (Degree)	Master of Strategic <i>Urban</i> Studies		
	IML (Interdepartmental Management Course)	Management	Metropool 1 (Degree)	City developments, smart city and strategic planning
Social entrepreneurship	Social entrepreneurship			
Senior Or executive			Directeur en-traject (director Route)	Director program on strategic leadership
			Leernetwerk (Learning Network)	Programs on leadership in changing world order and on how to deal with national administrative dilemma's.
			Denktank provincies (Think Tank)	Think tank on regional challenges

A.Table 1 NSOB education programs

- CST curriculum
 - General courses
 - Public Administration/ politics/ leadership/ strategy/ social entrepreneurship/ fluid society/ network governance/ collaborative

governance/ co-creation/ innovation

- After New Public Management(NPM) in 80s, the economics of public administration is more important(cost-benefit analysis, performance, indicators, strategic managements, etc). But next step will go for network governance.
 - It is necessary to be different modules, different session about different types of thinking because there are different logics as well.
 - NPM type of thinking is one way of thinking but not the only way of thinking.
- CST pedagogy
- All programs are a combination of theory and practice.
 - We always make use of cases that participants themselves are or the sector is dealing with
 - Groups in our programs are 16-20 persons so it is always interactive and focused on knowledge-sharing and the sharing of experiences/practices.
 - Internships, advisory projects, live-cases
 - Interactions
 - Professors want to teach civil servants because student are high level civil servant, so they learn a lot from the students who bring very important current issues for their research
 - Think tank + education = high quality education + current issue research
 - NSON is small but have high equality education
 - NSOB ask people to bring in their own case, so what we always say is you are your own case
 - NSOB ask “what are you doing at the moment? What is the most difficult question that you have? What is the wicked issue that you are working on?”

PBLQ 인터뷰 내용 정리

III. CST Institution management: How is your institution managed in terms of the following criteria?

Internal Management

- Governance
 - Private company

Year	Legal framework(history)
1973	Foundation by the Dutch Ministry of Interior Affairs - To offer training and some advisory services on human resources management, which is related to training and education
1992	Privitazation by law to save Government expense. Three or four institutions are privatized with PBLQ but PBLQ is the only ones still standing.
2009	Merger with HEC(The Expertise Center founded by MIAKR) - To assist the public sector organizations on issues relating to ICT and management - A lot of advisory services and a little bit of training
2011	ZEC has been joined from private sector - ZEC had been working for private and public sector(mainly for municipalities) - Address complex social issues through innovative solutions

CST program/curriculum development procedure:

- Give more efforts to get a hold of what's going on in education and to know what the clients need; a lot of talk with clients; network with professors

Evaluation and Reform of CST program

- Currently main line of business is in-company program and advisors.
 - Used to have about 80% of our turnover came from open programs where individuals could subscribe, and only 20% was in company. And right now it's the other way around.
- Invest in e-learning platform; on the job training, on the job individual

- training, much more tailor-made; intervention is much more diverse
- There's a growing need for teaming up with other organizations to deliver services that are much broader than they were some years ago.
- Make the program short, sharp, directly to the business
- Try to assess what is important for the next 2–3 years, not for longer term.
- Aim at organizational change and real impact.
- Clients ask us to assess their working system.
- To have the impact, the HR policy of the organization should support it
- Try to integrate personal capacity, knowledge, and behavior in one program
- we want to evaluate higher up in the hierarchy, so we want to get to know what the impact of our training is.

□ HRM of CST Personnel

- 150 professionals
- former senior civil servants from the national, provincial or municipal level
- Use a lot of freelancers on the training
- we don't have hire freelancers when demand falls.

□ External relations

- Network organization with universities and professors
- Cooperate with Erasmus university on Master's degree of Public Information Technology
- Run a big program together with NSOB
- Have partnership in the field of E-learning and talent management
- Hire experts from the market learning technologies like learnin apps; Games
- Cooperation with Academy for public communication (at central government)

IV. CST programs

□ CST clients and Levels

- Across the branches and levels

- Main clients are Ministry of Interior Affairs and Kingdom relations, Ministry of Defence, Tax office, and local government of Amsterdam
- Used to work at the dept at central government levels and now work for municipalities, for provinces, for the water ports (very important in Holland), and also for health institutes and education institutes.
- But in customer is still central government and regional and local government. Local government is getting more and more important.
- o 5,000 public sector employees annually
- o Participants in open programs (1,500 per year)
 - 68% Ministries
 - 16% Provinces and municipalities
 - 6% ZBO (autonomous government agencies)
 - 10% Other

□ CST levels

- o Civil servants from pay grades 7 - 16 (middle / senior management)

□ CST types

- o Degree programs
 - Master's degree of Public Information technology
 - Mission: Helping government by educating IT specialist to connect the business with IT
 - 3 modules for 24 months
 - Class once a week
 - Select young professionals with 2 to 4 years working experience preferably with master's degree
 - Human Resource Management
 - Master's degree of PIT 와 같은 방식으로 운영
- o Other programs (e.g. workshop; seminar; etc)
 - study tour, conference, seminar or workshop

□ CST curriculum

- o Open program : 120 open programs à 45-50; still over-capacity

- Communication program
 - We work in an open network society; The people participate in the policy making;
 - government is a facilitator; Process skills are important.
 - we be trying to train them in the minds to work the other way around, to facilitate and
 - encourage public energy. Public networks, public energy.
 - Social media is influential and the information spreads fast; so risk management is
 - important.
 - We work with the academy for public communication. That's one of the academies at
 - central government levels
 - to make sure communication is not only incorporated at end of policy process, but from the
 - start

□ CST pedagogy

- Don't have only one way of learning
 - Safe learning environment; learn in a trusted environment, so you can make mistakes and feel free to experiment.
 - Case-based learning; Harvard case method; ask the clients to bring their own cases
 - We try to bring the teaching environment as close as possible to the working environment. So what people learn in our classes they can adopt the next day when they're back in the office.
 - accumulate cases provided by participants
- Action learning; serious game
- E-learning and simulations also using apps on mobile.
 - Find out clients' talents: do better what you are already good at. Scan personality. pursuing diversity and individual creativity, rather than uniformity

HAUS 인터뷰 내용 정리

V. CST INSTITUTION MANAGEMENT

□ Institutional Management

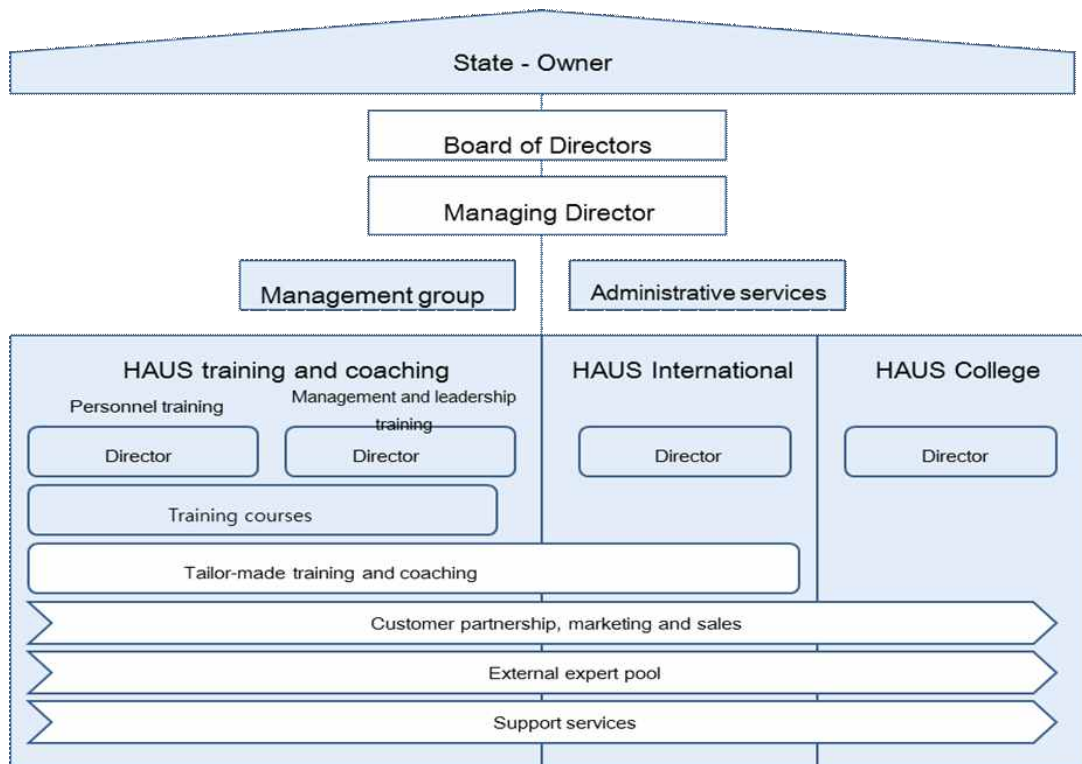
- Governance
 - Legal framework
 - The legal framework has transformed several times: "from a state agency to a company"
 - A Current framework: "a state-owned company inside the government" (with 100% share owned by the government)
 - Transition of the Legal Framework

- Characteristics of the Current Legal Framework
 - Flexible in keeping pace with changing demands and needs of CST
 - Independent of the budget change -i. e. Recruitment of employees, even under the economic challenges
 - The Position of HAUS staff: Not civil servants (the general director has a wide autonomy in decision-making)
 - The role of the board of director is crucial

Year	Name	Framework	Background
1971	State Training Centre (VKK)	A centralized state training agency for civil servants	- Established
1987	Administrative Development Agency (ADA)	A self-financed state training agency	-Adopted a form of self-finance system by taking small training fees. -Intended to increase income from training fees gradually -Socially surprising change
1995	HAUS Finnish Institute of Public Management	A public/state enterprise	-With a new name, HAUS -The budget support stopped except for rent fees for the premises -Finland joined the EU in the same year
2002	HAUS Finnish Institute of Public Management Ltd	A state owned limited company	-The company's 100% shares owned by the government -Completely self-financed (the rent subsidy also stopped)
2010	HAUS Finnish Institute of Public Management Ltd	An In-house development organization as a state company	-The government can request directly a certain training organization without going through the procurement processes. -To reduce costs of each ministry for organizing their training programs -This change as part of Finnish public sector reform for the gradual privatization (first into a public enterprise form, then a state company, and complete privatization) – i.e. the Telecommunication of Finland

<Source: table created by SK Lee with reference to HAUS Presentation>

- Organization charts

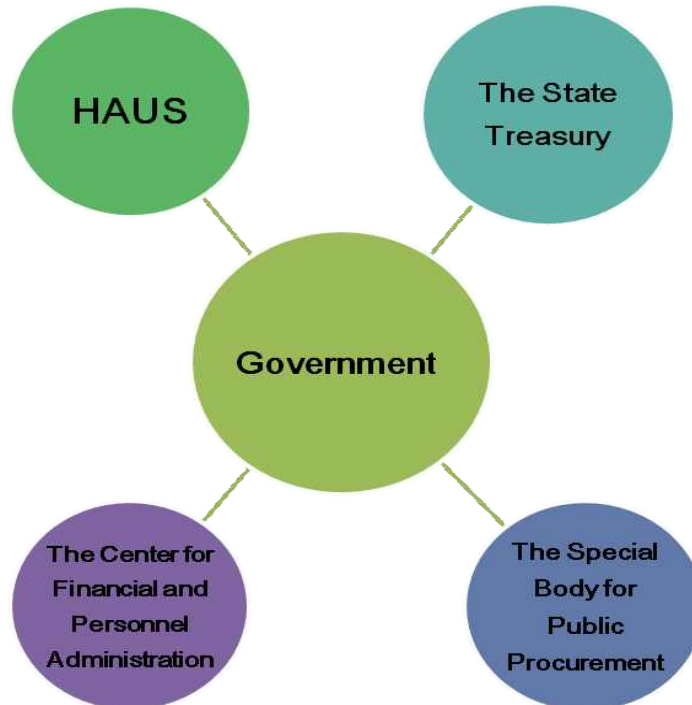


<Source: Recreated chart with reference to HAUS Presentation>

- Description
 - Owner: the Ministry of Finance
 - The board of directors
 - It consists of 3 high level civil servants
 - A. The permanent secretary of the Ministry of Justice (Ms. Tiina Astola)
 - B. The permanent undersecretary of state from the Prime Minister's office (Mr. Timo Lankinen)
 - C. The director general of the Finnish Communication Regulatory Authority (Ms. Asta Sihvonen-Punkka)
 - D. The general director of the HAUS, a reporting member (Ms. Anneli Temmes)
 - Chaired by the budget director of the Ministry of Finance (Mr. Hannu Mäkinen)
 - Annually 6 meetings held
 - In charge of auditing & Appointment of the general director of HAUS

- The Client Council: consists of high level civil servants from various organizations – ministries, state agencies, regional administrations. Involved in preparing the training calendar, ideas for training and feedbacks.
 - Financing
 - Annual revenue : 5.17 million euro (2014)
 - Revenue sources : training fees paid by trainees
 - CST program/curriculum development procedure:
 - Direct request from the Ministry of Finance
 - Tailor-made training programs: co-designed with customer in choosing subjects and pedagogy.
 - Evaluation and Reform of CST program
 - Surveys and Interviews with the trainees: satisfaction level and impact on their work and promotion
 - Challenge: systematic evaluation processes cost a lot, and require long-term assessment, difficulty in using qualitative methods as quantitative measures
- HRM of CST Personnel
- Full-time CST staff:
 - 30 employees as permanent staff members (25 located in the headquarter and 5 are involved in projects abroad)
 - Part-time CST staff (e.g. public/private incumbents; freelancers; retirees; volunteers; staff from other CST institutions; etc.)
 - Part-time or invited trainers’ pool of 500 experts, including civil servants, university professors and private trainers
 - Recruitment of CST staff (procedure and qualifications)
 - Tendering process: hiring private trainers (particularly, in 4 areas such as strategy development, strategy implementation, change management, process management and project management)
 - HAUS also hires foreign trainers
- External relations
- One of 4 CST outsourced organizations for the government
 - HAUS
 - The State Treasury

- The Center for Financial and Personnel Administration
- The Special Body for Public Procurement



<Source: diagram created by SK Lee>

- Involvement in various government working groups
 - Leadership forum
 - Developing financial management
- Cooperation with the university for R&D
 - i.e. for the management training, HAUS developed modules with the Management Institute of Finland and Aalto University (Business school)
- Network in EU
 - Attend regular meetings twice a year among directors of all European civil service training institutes under each EU Presidency

VI. CST PROGRAMS

□ CST clients

- HAUS clients for tailor-made training: the Prime Minister's Office, the Ministries of the State's regional and local government agencies, state enterprises and non-state budget funds. The parliament and its authority under the supervision of operating units such as the Bank of Finland, the Social Insurance Institution, the National Audit Office, the Ombudsman's Office and SITRA.
- CST levels
 - Entry level
 - “government passport” program, Future leaders program
 - Mid-career level
 - Middle level managers account for the biggest volumes of the clients
 - Senior/executive level
 - Mostly management training programs, the target group is top / high level managers, state secretaries, heads of departments or director generals and the middle level managers

□ CST types

- legislative course 30 participants and 3 programs per year.
- Degree programs
 - HAUS College program is funded by the Ministry of Education, running 2-year diploma courses for lower level administrators. Also There are degree programs in management training programs

□ CST curriculum

- General/core courses
 - Public finances, human resource management, legal affairs, EU affairs, public procurement and communication and presentation
- CST Program by Business Area

Public Administration	Management	HAUS International
<ul style="list-style-type: none"> • Human resources management and development • Budgeting and accounting • Public procurement • Organization of public services • Law drafting and administrative law • European issues • Good governance and civil service ethics 	<ul style="list-style-type: none"> • Executive programs for senior management • Performance management programs for middle management • Corporate governance • Strategic management and leadership • Change management • Team building <p>Are Target clients public enterprises or does it include clients from private sector?</p>	<ul style="list-style-type: none"> • Civil service training • Strategic management • Public procurement • Anti-corruption • HRM & HRD • Education and training • EU affairs • Capacity building • Good governance • Performance management

<Source: chart created by SK Lee with reference to HAUS presentation>

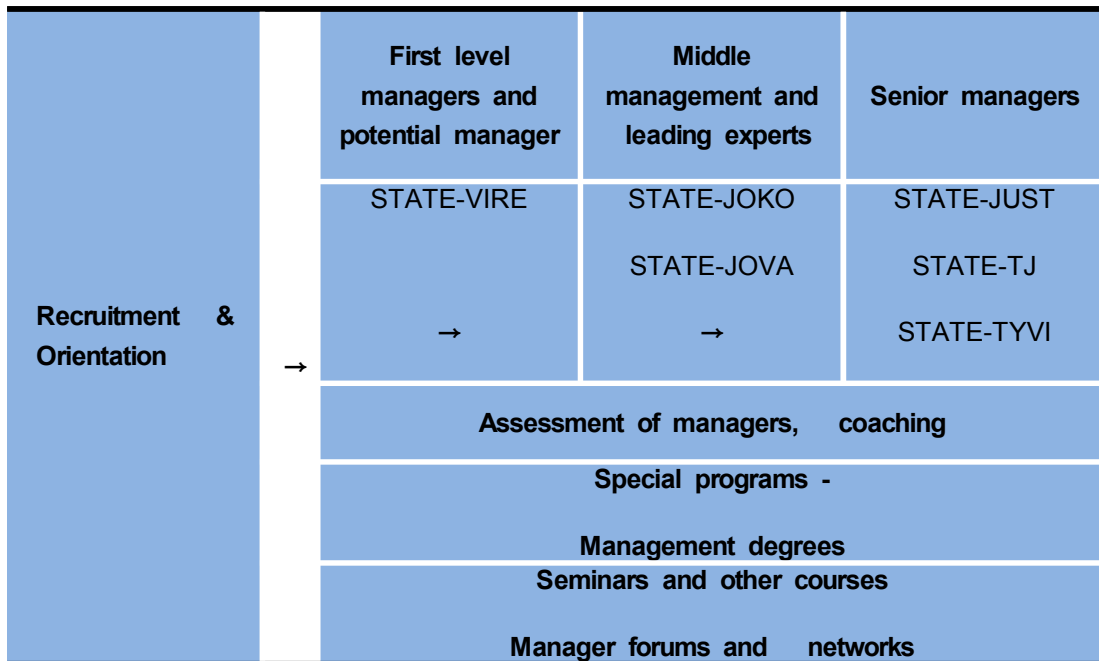
- Public Administration Programs
- Public Administration Training Programs & Courses by Area

Area	Training Programs & Courses
Management and Leadership	<ul style="list-style-type: none"> -Strategic management in public sector -Corporate Governance -Coaching as a tool of management -Performance Management -Project Management -Process Management -Change Management -Development of management teams -Time management
Public Finances	<ul style="list-style-type: none"> -Public finance specialist program -Financial controller program -Budgeting -Auditing -Risk management -Accounting -Financial management of EU projects -Taxation (VAT, income and corporate taxation)
Human Resource Management	<ul style="list-style-type: none"> -HRM specialist program -Government as employer -Labor law

	<ul style="list-style-type: none"> -Civil service act -State travelling regulations -Employer's responsibilities for insurances and pensions -Government pay system -Collective agreement on working time and annual holiday
Legal Affairs	<ul style="list-style-type: none"> -Legal Drafting -Regulatory Impact Assessment and Better regulation -Data protections & registers -Information security -Anti-corruption and civil service ethics -E-governance and e-services
Public Procurement	<ul style="list-style-type: none"> -Certified public procurement expert program -Public procurement basic and advanced course -How to solve problems in public procurement -Reform of the public procurement directive -ICT procurements -Green procurement -Negotiation procedures in public procurement -Analysis of public procurement
EU Affairs	<ul style="list-style-type: none"> -Drafting EU Legislation and EU documents -EU law -Negotiation skills in EU institutions -Lobbying in the EU -EU and state agreements -Decision making system of the EU
Project and Process Management	<ul style="list-style-type: none"> -Process management in public sector -Process management (advanced course) -Project management -Communication in a process
Communication and Presentation	<ul style="list-style-type: none"> -Training of Trainers -Media and PR skills -Internal and external communication -Crisis communication -Social media -Producing materials to websites
Customer Service	<ul style="list-style-type: none"> -Electronic customer service -Customer service on the phone
Wellbeing at Work	<ul style="list-style-type: none"> -Program for developers of well-being -Promotion of well-being and welfare at work -Staff motivation -Time management -Work community skills -Harassment at workplace – how to prevent it

<Source: table created by SK Lee with reference to HAUS presentation>

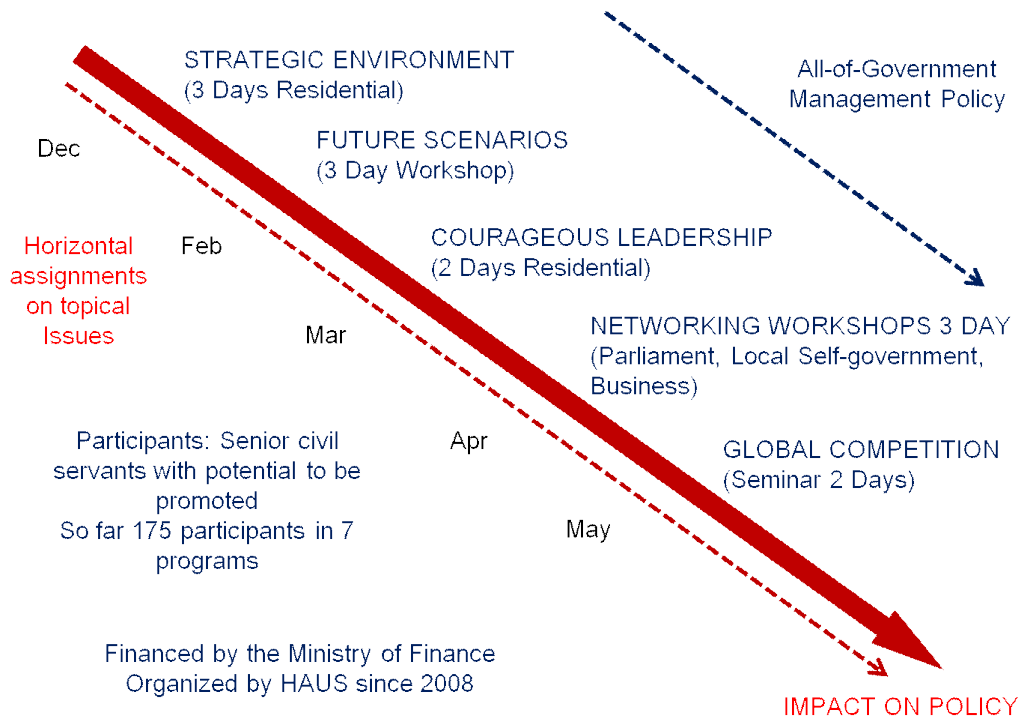
- Management Training Programs
 - Flow Chart of Management Training Program



<Source: diagram recreated by SK Lee with reference to HAUS presentation>

- Core Areas of Management Training Programs
 - Change Management
 - Strategic Management and Implementation Strategies
 - Leadership
 - Economic management
 - Process management
 - Project management
 - Coaching in management and leadership
 - Time management
 - Working community skills
 - Well-being at work
 - Communication skills
- Government's Future Leaders Programs
 - Objectives
 - To strengthen professional management culture and strategic skills
 - To strengthen joint values of public management
 - To advance new administrative culture, change and sensibility towards the future

- To advance horizontal outlook and networking
- A Diagram of the Government's future Leaders Programs



<Source: digram recreated with reference to HAUS presentation>

- CST pedagogy
 - Presentations
 - Group works
 - Case Studies
 - Exercises
 - Coaching & Mentoring
 - Leadership & Personality assessments
 - Literature studies
 - E-learning elements / Video conference
 - Close link to one's own working environment & working community development
 - Interaction
 - Personal development plans

□ Related law

- The company's position
 - Under a decision of Parliament states, HAUS is a state-owned and controlled limited liability company. The company belongs to the administrative sector of the Ministry of Finance, and the Ministry of Finance is responsible for the company's corporate governance. The company's ownership in decision-making and corporate governance applies to the State's corporate ownership and corporate governance to the law (1368/2007).
- The company's tasks
 - The company's mission is to provide training and development services and related business. The company's line of business specified in detail in the articles of association.
- Customers
 - The company's customers include government agencies and departments, state-owned enterprises and non-state budget funds. The company's customers include the parliament and its authority, under the supervision of and in connection with operating units. In addition, the company's customers may be the European Union's administration and the Member States of the Community for the development cooperation between the governments of the projects, as well as intergovernmental organizations, in which Finland is a member.
 - This law became effective as of January 1st, 2010.