

第2研究班 第3回研究会 資料

Trend and Issue of Training Systems of Local Government Employees in Korea*

Dr. Bu-Young Han (Research fellow, KRILA)

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Chapter 1. Objective and Method of Research

Human resources are changing according to the trend of globalization, informatization, and localization therefore development of human resources is needed to meet this demand. Local governments must investigate plans to foster and manage human resources suitable for their 21C administrative demand and exert their capability in the global and free market economy system.

This research will improve plans, focused on education and training for public servants that can strengthen core capability among systems to foster human resources of local governments. Public servants' education and training is a strategy to develop individual attitude, knowledge, motivation and potential ability and it can contribute to accomplishing the goals of the organization.

Education and training of local officials can elevate work ability and bolster the will and morale to work, as a result development of individual ability can contribute to the

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accomplishment of the organizations' goals, and furthermore towards national and local development.

This research aims to study plans to employ competent human resources and give them motivation, reinforcement of administrative capability through interchange of personnel, finding alternatives through analyses of present education and training systems and plans to reinforce democratization, rationalization and efficiency of local administration. Education and training, interchange of personnel, employment, promotion, performance evaluation, and welfare work to develop human resource of local governments can be indexes of this research.

This research also aims to accomplish goals through efficient use of human resources for the local governments and reinforce their capabilities by enhancing public officials' ability.

In the field of education and training for human resources by local governments, the extent of research is confined to education for newly recruited personnel, transferred personnel, and further development and special education.

In this research, new recruits include those recruited through present local exams, employment for GR 7 and 9 public officials and public appointments. The extent of education and training is limited to education institutes—National Institute of Professional Administration, local officials training institutes and so on—training programs and analyses of the present states and finding alternatives for the new recruits' education and further development.

This research will analyze the present situation of training by local governments, and show improved models to solve the systematic problems. It includes analyses of training programs of the National Institute of Professional Administration and training institutes for local officials, and further develops new training programs to satisfy the enforcement of decentralization.

Chapter 2. Theories and the Present Situation of Public Officials Training

1. Need for Training

The hierarchical personnel system of Korean public servants lays more stress on general knowledge than expertise in a specific area. Demand for the education upon the appointment of public servants, assignment to a position and change of occupation are higher in the hierarchical personnel system than in position-classified systems.

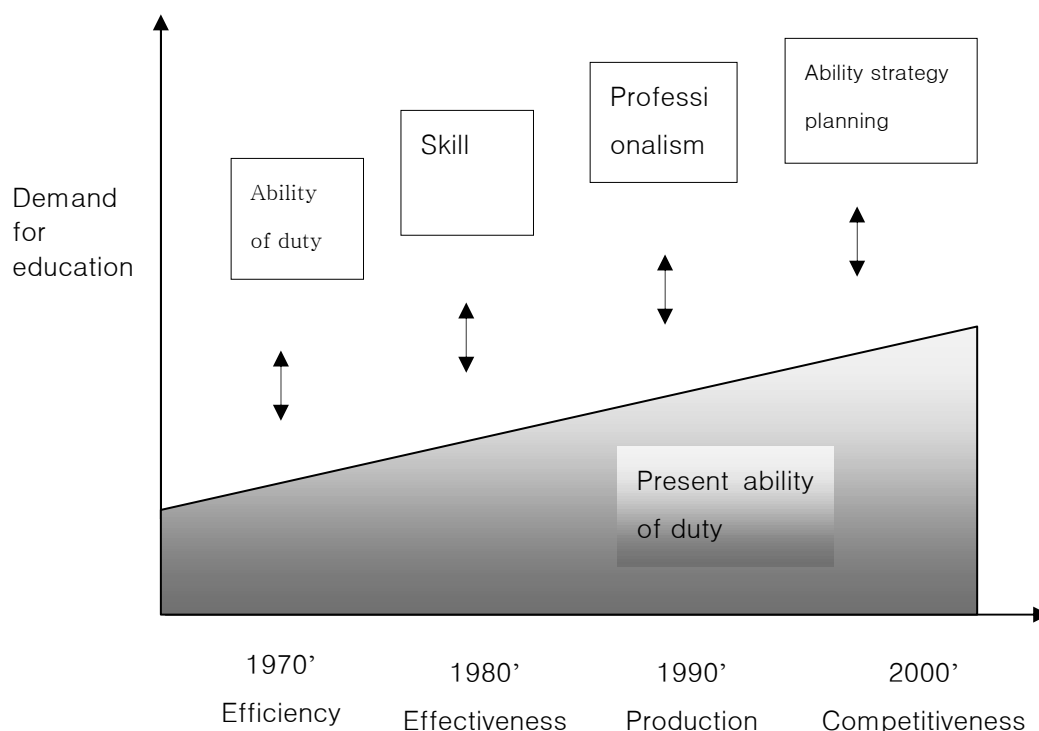
Rapid social changes and economic development in Korea entail changes of the duties and tasks of the public servant. They lead to a change in people's expectations on administration,

and the extent and importance of people’s participation increases.

As decentralization of power is the principal task of the Participatory Government, implementation of more positive decentralization of power is anticipated. To achieve these goals, local governments need to reinforce the ability of local officials. With decentralization by the Participatory Government, functions and authorities of local governments are changing. To meet these changes actively, the need to improve the local governments competitiveness and develop human resources is increasing.

The advance of informatization, globalization, and localization demands the development of human resources for local governments. It is insufficient to apply prescriptive measures to the local government based on the existing knowledge, technology and professionalism. The competitiveness of local governments increases the roles of officials in charge of local administration. The competitiveness of local officials appears through the capability of local governments. It equally shows through the economic and everyday life of its residents. The capability of local governments is becoming a more important variable in international capital investment. Their rivals are decided by international competitive relationship.

< Figure 1 > Demand for Education



Internally, a human resource development strategy reinforces the ability of local governments, and raises their professionalism and competitiveness. Externally, it is a plan to distribute human resources rationally, lead local development, and promote the local economy and industries.

Developing human resources of the local government will reinforce the local official's ability and can be accomplished through the distribution of eligible persons in the right places, the reinforcement of professionalism and the development of ability planning strategies.

Training for local officials is needed to educate not only recruits—the attitude, values, concrete knowledge and skills useful in performing their duties, but also experienced officials who need special education for new duties—education to adapt themselves to new situations, or education to enhance grounding and ability after transfers and promotions. Basic education training, long-term training, special education and training, and others are classified in an enforcement ordinance of education and training law.

Objectives of education and training required for in-service local officials are to enforce professionalism, to enhance strategy planning ability and administrative service quality, which can satisfy incumbent government's decentralization.

2. Discussion of Education and Training for Human Resource Development

1) Theoretical Discussion

As the autonomous authority of local governments is getting stronger, the skills required of local officials is changing. To satisfy these situations, human resource development by local governments must supplement professional content.

Under the command of centralized administration, local officials have been in charge of only execution, but gradually local governments reconstruct policies of the central government. In addition, local governments strengthen active planning, making and deciding on independent policies.

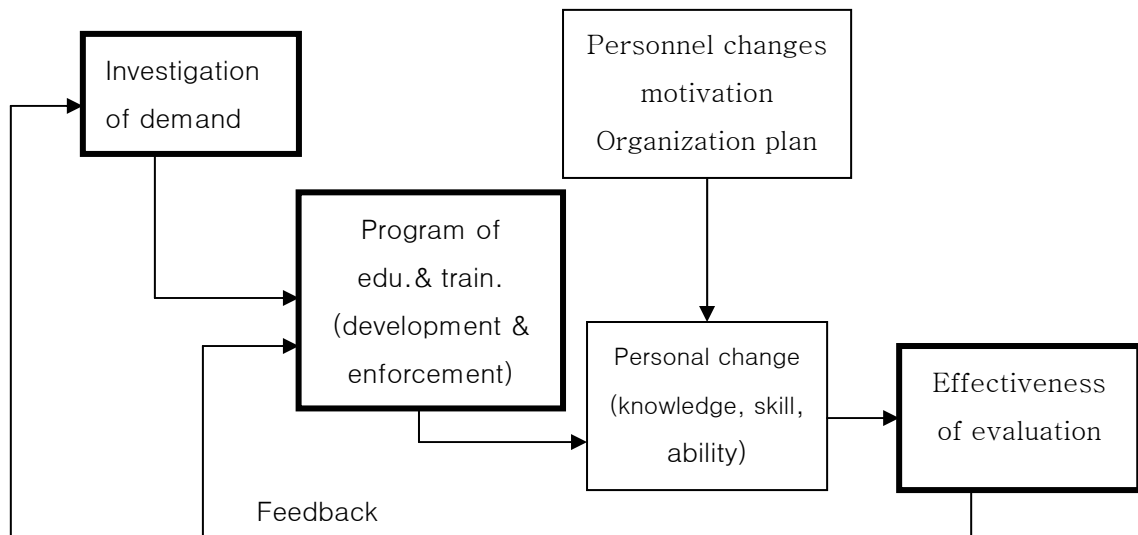
The Participatory Government is asking people to participate in administration. It tries to differentiate national policies by finding and introducing systems to induce people's participation. Local governments in charge of both civil affairs and service administration emphasize the role of local officials as main bodies of the Participatory Government.

Discussions about the content of education and training are needed to achieve goals efficiently and they should include the subject, object, content and methods of education. Through theoretical approaches to local officials training, individual goals of education and training can be achieved, and it can contribute towards development of whole systems.

The objective of education and training is to enhance duty performance, and to aim at

raising the quality of policy decisions and administrative services for people. The process of education and training is shown in the following diagram.

< Figure 2 > The Process of Education and Training



Satisfaction in individual development, rise of productivity, or high satisfaction of duty is expected by evaluating the results of training. To make models of these expected effects, evaluation of results is needed as in the above diagram.

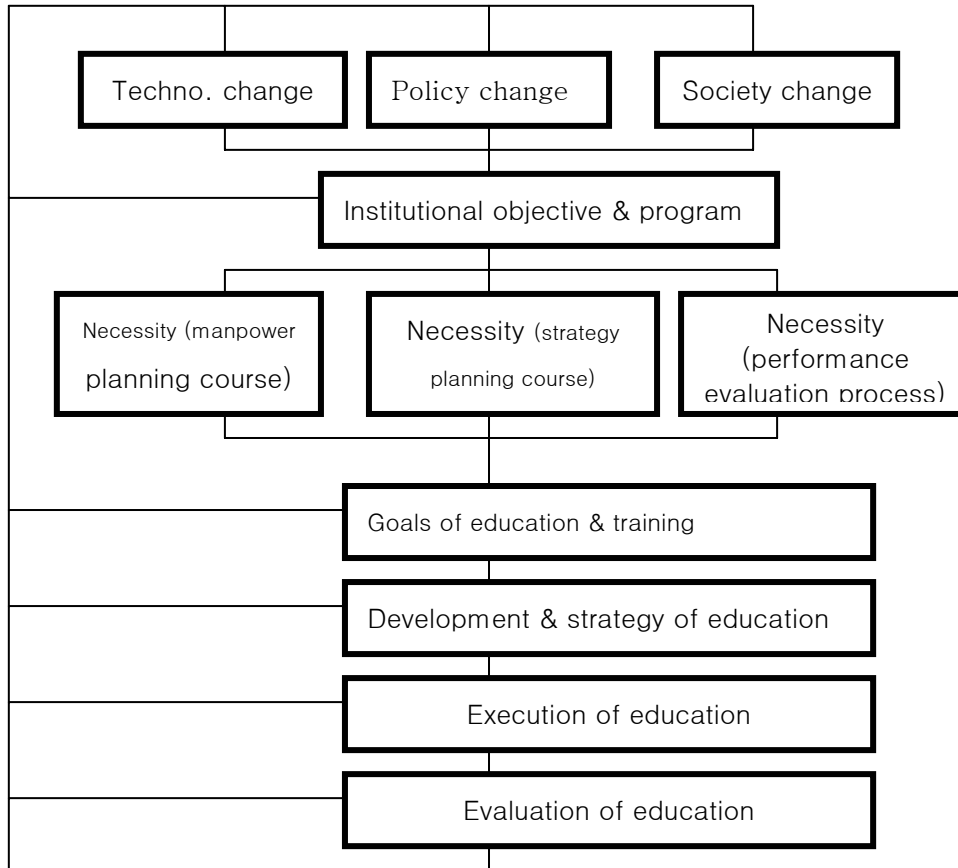
Legal and systematic devices on E-Learning, which is currently being partially implemented, need to be invented.

2) Strategic discussion

The strategic discussion of local officials' training is important in enhancing professionalism, integrating national administration, and improving the competitiveness of local governments by merging the goals of the organization and the individual. Competitiveness can be secured only when training enhances professionalism and the ability to cope with any situation.

Gilbert B. Siegel and Robert C. Myrtle explain the process of education and training for human resource development in Figure 2.

<Figure 3> System of the Development Process



Source: Gilbert B. Siegel & Robert C. Myrtle, *Public Personnel Administration: Concepts & Practices* (New York: University Press of America, 1989), p.342.

National goal of personnel policy, which connects local officials' experience and professionalism obtained through their performances to individual career records, future duties and goals of the organization, need to change into a strategy for human resource development.

Local governments have executed policies made by the central government or higher-level offices until now, so they were recognized more for their execution ability rather than their professionalism and the ability of planning was needed just for some duties. But the situation of local governments is changing, and professional human resources are needed. Professionalism of administration is considered as the standard to measure not only professional knowledge but also productivity and competitiveness in the effective aspect of expense.

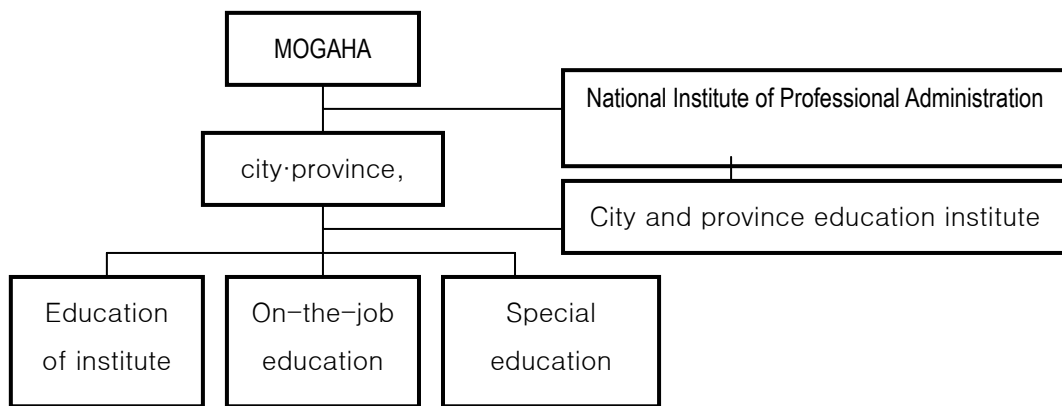
Integration of national administration must guarantee people equal rights beyond limited districts, so equal quality of administrative service by local governments must be provided and guaranteed as well.

The agreement of organizational and individual goals is a strategy of human resource development including potential ability through training. It's a plan to consider productivity and satisfaction, through the placement of appropriate persons in the right place in local administration and unifying the administrator's desire and vision to those of local governments.

3. The Present Situation and Problems of Local Officials Training

The Ministry of Government Administration and Home Affairs and local governments supervise education and training. The National Institute of Professional Administration Training Center and education institutes for officials of cities and provinces are in charge of the education. Education in the training institutes, on-the-job education and special education can be seen in Figure 4.

<Figure 4> Education & Training Institution



1) The present situation and problems of basic education and training

Basic education and training is required for newly employed officials and in-service officials promoted to GR5 Basic to cultivate necessary skills and quality suitable for their positions. According to the Enforcement Decree of the Education Act, newly employed local officials must complete a basic training course fit for their positions and duties before assignment, and in the case of promotion from GR5 and up, officials, who completed basic training courses fit for the expected positions, can get promoted. The basic education and

training is divided into education for GR9 and GR7 recruits into education of new managers who are GR 5 recruits and promoted officials for two weeks, specially for three weeks in Seoul. GR5 officials by public employment must complete a 24-week education and training.

Two week training for recruits is not enough to educate professionalism not only in the length of the training but also in the content in the present hierarchical system, considering that employment tests evaluate general knowledge.

The policy to materialize the small and efficient government refrains local governments from employing recruits, which is far from original goals, so employment of competent recruits and reinforcement of organization ability through education and training are needed.

2) The present situation and problems of professional education and training

The courses of professional education and training are open to help officials achieve professional knowledge and skills for present duty or future duty. They are divided into the common special education training courses, which integrate similar fields, and the elective special education training course for specified duty.

Education and training must be activated to supplement professionalism of local administration. And it is necessary that local officials training institutes enforce education, which can estimate administrative demand.

Institutionalization of personnel system, which connected position with education related to duty through giving additional points, is needed to develop individual ability, and furthermore education courses to supplement duty of scheduled positions are needed.

In addition to special education training, there are long-term education training and other education and training. The long term education and training aims at acquirement of comprehensive special knowledge and management skills to educate professional administrators. Other education training is composed of policy education, citizen education, on-the-job education, commission education, and cyber education. Development of more various programs is needed to raise diversity, continuity, and efficiency of education.

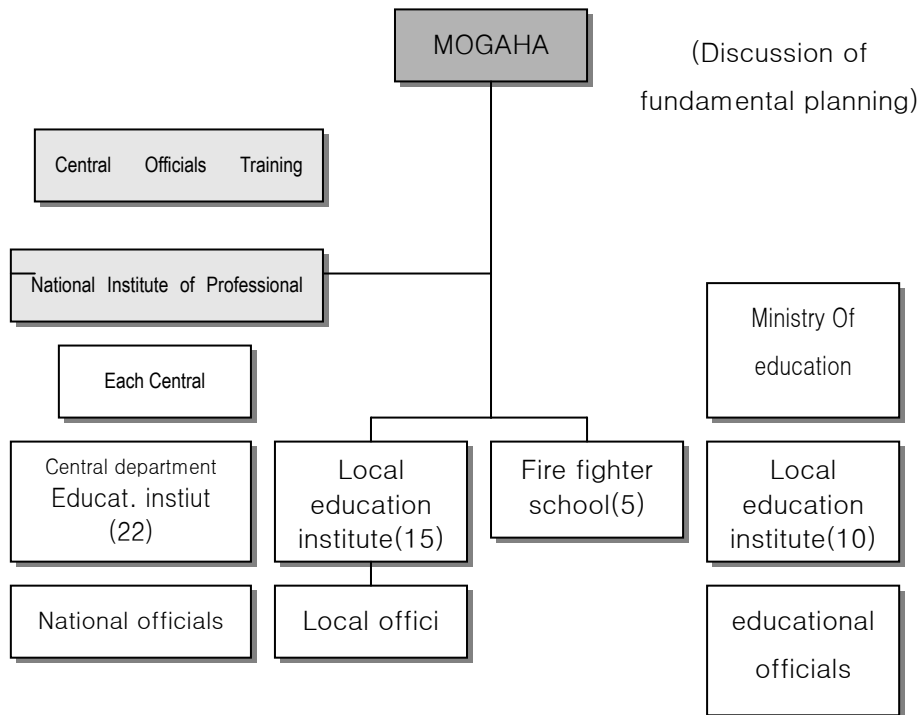
On-the-job training has advantage of training of on-the-spot and practical courses to many officials at one time. Specified special education, classified by administration organizations: service for public welfare related to kindness education and reform – leading consciousness education, aims at active movement against the outside surrounding through development of ability of their own. The commission education is made by both domestic education training institutes and overseas training institutes giving officials on-the-spot education according to their own programs. This intends to construct officials' domestic and overseas network, build cooperation system, and raise abilities to adapt themselves actively for a new environment.

3) The present situations and problems of education and training institutes

Local officials can get training in the Central government’s training institutes: Central Officials Training Institute and National Institute of Professional Administration, and local officials training institutes educate officials under GR6 of the district. These trainings can be made sometimes in KDI or Unification education center etc. exceptionally.

Central Officials Training Institute and National Institute of Professional Administration mainly develop and execute programs for national officials. The proportion of job –specific education to mental education and other education for foreigners and other was 5,858 to 1,639 in 2001, consequently job-specific education took up 78%.

<Figure 5> Official education institutes



The small scale and insufficient manpower of the local officials training institutes limit efficient, professional and timely education for human resource development of local governments. 1,615 staffs educated 302,414 trainees at Twenty-two central education training institutes for central officials in 2002.

Local officials training institutes are established in 15 upper-level local government except for Ulsan Metropolitan City and 662 staffs educated 75,600 trainees in 2002.

<Figure 6> Education & Training Institutions of Local Governments

Institution	Classification	Agency	Number of Faculty Members	Training Performance	Training Target
Total			662	75,600	
Public Servants Education Center for Seoul		Seoul Special Metropolitan City	104	17,946	Public Servants for Seoul
Local Public Servants Education Center for Busan		Busan Metropolitan City	40	3,607	Public Servants for Busan-Ulsan
Local Public Servants Education Center for Daegu		Daegu Metropolitan City	31	3,755	Public Servants for Daegu
Local Public Servants Education Center for Incheon		Incheon Metropolitan City	43	4,928	Public Servants for Incheon
Local Public Servants Education Center for Gwangju		Gwangju Metropolitan City	38	3,496	Public Servants for Gwangju
Local Public Servants Education Center for Daejeon		Daejeon Metropolitan City	29	1,410	Public Servants for Daejeon
Local Public Servants Education Center for Gyeonggi		Gyeonggi-do	55	6,078	Public Servants for Gyeonggi
Local Public Servants Education Center for Gangwon		Gangwon-do	27	4,230	Public Servants for Gangwon
Local Public Servants Education Center for Chungbuk		Chungcheongbuk-do	52	4,230	Public Servants for Chungbuk
Local Public Servants Education Center for Chungnam		Chungcheongnam-do	44	4,020	Public Servants for Chungnam
Local Public Servants Education Center for Jeonbuk		Jeollabuk-do	35	3,617	Public Servants for Jeonbuk
Local Public Servants Education Center for Jeonnam		Jeollanam-do	41	3,585	Public Servants for Jeonnam
Local Public Servants Education Center for Gyeongbuk		Gyeongsangbuk-do	53	4,558	Public Servants for Gyeongbuk
Local Public Servants Education Center for Gyeongnam		Gyeongsangnam-do	41	7,558	Public Servants for Gyeongnam
Local Public Servants Education Center for Jeju		Jeju-do	29	2,582	Public Servants for Jeju

4) The present situations of education and training programs and improvement of problems

Local officials training institutes, established centering each local government don't reach the sufficient level to strengthen ability, strategy planning, and professionalism.

Local governments decide and execute policies on their own responsibilities is getting enlarged with the decentralization, therefore human resources must be developed to meet this new situation.

Local officials education institutes have difficulty in developing their own professional education programs and efficient education training methods, and securing staffs. So, alternative plans must be made to solve these problems.

Though education programs of Central Officials Training Institute, National Institute of Professional Administration and other administrative organizations contribute to raise

professionalism, facilities and scale of existing local officials education institute are not enough to meet the demand of education and training.

Local officials education institutes have programs, which stress only adjustment of new equipment or duty, and they are insufficient for individual development of officials or accomplishment of organizations' goals.

The attempt to supplement professionalism and to open inter-local governmental education courses doesn't attain visible results.

Local governments must develop education programs for leading groups, but under the current system of career management, education programs for the leading members are not effective.

Though they have education and training courses for promoted officials of GR4 or 5 partially, education and training program related to performance of duty directly must be developed. Programs to enhance ability of strategy planning for policy planning, policy decision, and policy implementation are needed.

Agreement for allotment of their roles is needed between National Institute of Professional Administration and local training institutes. Though public organizations supplement professionalism and timeliness of their education and training program, through private education institutes. It's not general because of financial problem.

The education system needs to be reinforced through linking local training institutes with private education institutes and universities.

5) Efficiency analysis of education training

The degree they accomplish original goals through education and training must be evaluated after its completion, and this evaluation result must be reflected in the improvement of programs to gain higher education result.

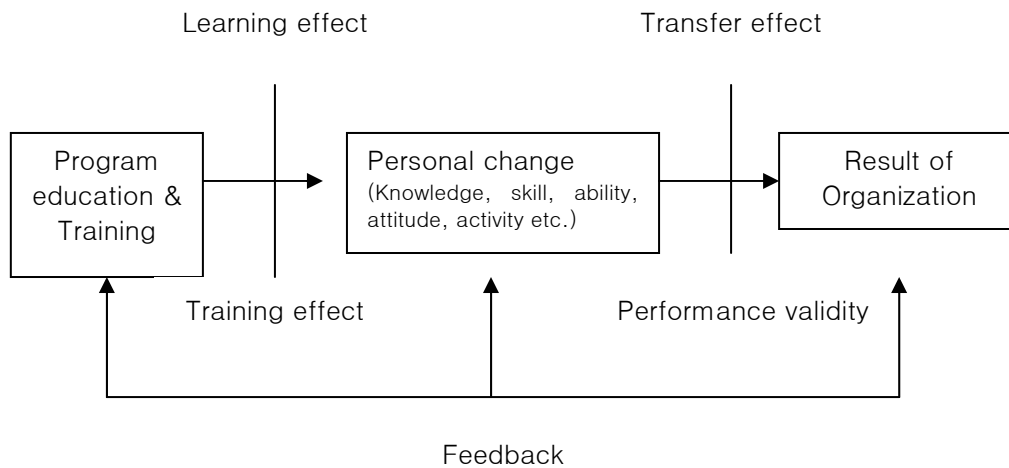
Demand of education and training is usually estimated by effectiveness evaluation, not by difficult numerical measurement. Effectiveness evaluation treats changed knowledge, skills, abilities, attitude, and effect to organizations' result rather than accomplishment of goals after education and training.

Effect of education and training is divided into two phases: at the first phase, individual knowledge, skill, ability, and behavior are changed, and at the second phase, individual change at the first phase just doesn't stay inside but is reflected in the outside. They are explained by either study effect or transfer effect.

Study effect indicates knowledge, skill and so on, shown by test, questionnaire, and observation, and transfer effect indicates work performance appraisal, the separation rate, the

rate of absenteeism, on-the-job personal relationship, the degree of residents' satisfaction about administrative service, and the rate of safety accidents.

< Figure 7> Evaluation of education and training program Effectiveness

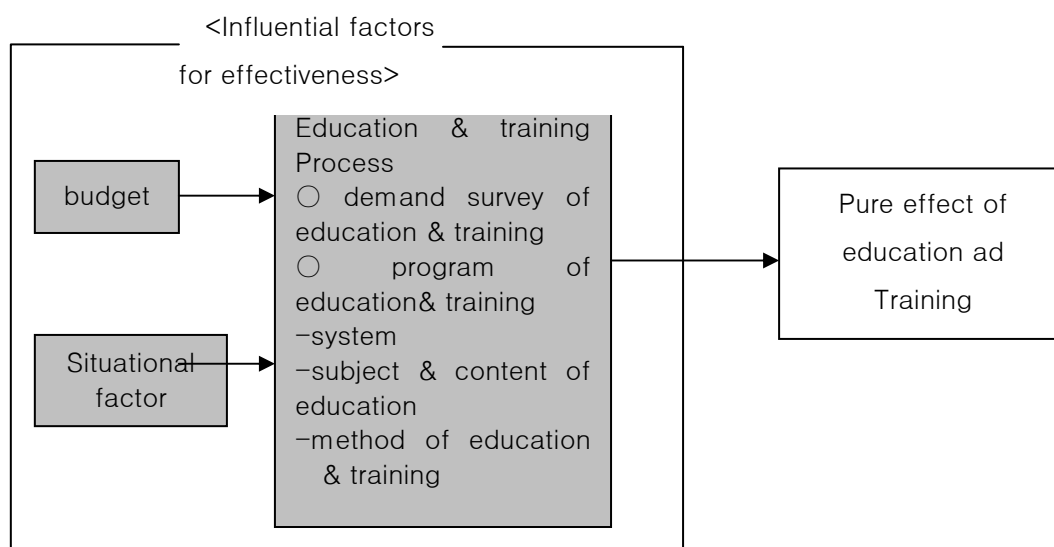


Source: Irwin L. Goldstein, "The Pursuit of Internal and External Validity in the Evaluation of Training Programs," *Public Personnel Management*, vol. 8, 1979, pp. 416-429. Revise.

Alternatives must be given to current systematic problems to add the result of education training to work performance appraisal. The existing appraisal marks of education and training performance is 20, and to minimize its resisting factors, alternatives are needed to enhance equity and rationality of additional points obtained through job-specific education or optional education.

Goals of effect evaluation are to estimate demand of education and training, and to correct and improve problems of the whole fields through its feedback. Effect evaluation is needed to focus on technological problems and numerical measurement to get rid of factors confusing positive effects. Budget or situational factors in the first pace and secondly demand investigation program and evaluation of education and training influence it, and it is shown in the figure 8.

< Figure 8> Influential factors for effectiveness of education and training.



Chapter 3. Education and Training Strategies for Human Resource Development

1. The Estimate of Demand of New Administrative Manpower and Education Training

To develop administrative manpower fit for 21C, demand of education and training is necessary to estimate considering change of administrative situation, the process to carry out decentralization, and administrative professional demand. For eligible officials at the right places, individual desire, ability, and interest must be considered. In addition to it, rational arrangement and finding of manpower are needed to meet the desire of local governments and administrative organization.

Ability development of local administration is needed to meet the change of social environment and local government environment, and to lead actively local administrative environments. Demand of education and training is defined as difference between required knowledge, skill, and ability and attitude for duty and current states of duty performance.

The heads of local government, the highest managers, and local officials as trainees must change their recognition about education and training. It is necessary that they recognize demand of education subjects not the difference of ability between duty and officials based on current standard of quality, but the difference of level between ability of present officials and future duty.

Demand of education and training needs to be estimated through estimation of present and potential demand. Demand of education and training must be estimated in the long-term programs, and this can lead to officials' participations of education and training, which can help for their next appointment or switch of duty towards future interest area.

2. Model Construction of Education and Training System

Local officials education and training must be carried out through the interchange of personnel between central government and local governments, and it must be included as a course for next appointment. Creation of officials' new atmosphere that education and training is, not for officials who are waiting for next appointments or have spare time, but is a chance for self-development of competent manpower, can lead to active and positive participation of education and training

It is necessary that officials' education and training take root as the system, which can develop individual aptitude and potential ability, switch duty to interest area, and post eligible officials at the right place.

The would-be officials during their college days need to learn reality through field service, intern, or voluntary service related to jobs, and the device is needed to reflect this experience in selective examination in the process of employment.

Extension of education course for recruit appointment is needed to strengthen job-specific education and make it solid enough to perform on-the-spot duty immediately.

Classified selection according to each duty can enhance professionalism of recruits, and enough education and training for recruits can enhance the sense of attachment and pride.

3. Improvement Planning of Local Officials Education and Training Institutes

The present state of existing local officials education and training institutes show many problems about facilities, programs and staffs, therefore, construction of new system is needed to improve these problems.

They must construct a new system to introduce the advanced administration through construction of facilities and equipment, which can enhance professionalism. If local officials training institutes have difficulty in raising professionalism for a short time, 22 training institutes belonging to central organizations can be used, and development of education programs linked with national policy research institutes or universities is needed.

Present training system by local officials training institutes centering outside faculties must be changed into that of full-time faculties. Under the present circulating appointment

system, the lineup of staffs exclusively responsible for education and training can be considered to enhance their professionalism. Supplement of full-time faculties can enhance professionalism of education programs and prestige of training institutes and lead to programs to meet long-term demand.

Planning to unite education and training institutes and research institutes belonging to local governments can enhance professionalism and usefulness. To minimize financial burden, they can be linked with development research institutes belonging to local government to supplement professionalism, and in the beginning stage, planning to share human resource can be used.

4. Developing Education and Training Programs for Local Officials

The interchange of personnel, which introduced track system for major position and open competition for the major position (cf. section chef, director ship) system is needed to take root for human resource development. Introduction of introduced track' system for major position and open competition for the major position system is needed to raise ability development and professionalism of duty, and it makes it possible to foresee the next appointment and prepare for it.

The result of education can be elevated through privatization of special education and training programs by manpower and equipment from outside. For example, courses of computer education, English education, leadership government, management of national policy, and international trade cooperation can be commissioned to outside institutes.

Forwarding of specific-classified fields of inter-local education and training institutes and opening mutual supplement education courses can enhance efficiency. (exemplified in figure 3) The establishment of special education courses, considering professionalism and characteristics of each local government and local official's education, and mutual exchange education of each local government reduce expense and raise professionalism.

The planning Ministry of Government Administration and Home Affairs evaluates local officials training institutes of each local government, and recommend combined education programs to local governments enhance supplement and integration.

5. Education and Training of the Leading Members

As policy making, policy planning, policy decision, and policy evaluation of local governments are reinforced, the ability of their leading members are stressed, and education and training to enhance their ability of strategic planning must be developed.

Education and training development to strengthen ability of leadership, planning, and policy judgment is needed to the leading members through simulation education and seminar and so on.

The leadership education of local governments can induce positive participation through including the number of participation under the category of exception.

6. Satisfaction of Education Demand through Personnel System

It is satisfied through knowledge during job performance, reinforcement of ability through voluntary development, interchange of personnel, and interchange of placement

Introduction of a sabbatical year system can raise morale of officials, and widen their experience, and raise adaptability to new environment.

Chapter 4. Conclusion

Demand of education and training for local officials is getting increased in the process of decentralization, because the extent of duty was enlarged and more extent of policy decision was given to local officials. Education and training of local officials is needed to reinforce professionalism and enhance ability of strategy planning. They need ability to cope with residents' participation actively and reflect diverse opinions in the policy.

To satisfy demand of education and training, local officials' personnel system and education system must be improved. Improvement of education system includes enhanced result education and training institutes and improved education and training programs. To enhance result of education and training institutes, officials' voluntary participation, supplement of human resource working in the training institutes, and improvement of facilities are needed in advance, and through the improvement of education and training programs, manpower of local governments must be supplemented practically.

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