

**Innovation of the Education
and Training System
for Local Government Employees:
The Case of Seoul City**

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Abstract

The education and training issue in the local public sector is an important research topic, but it has not been studied well in many countries around the world. Accordingly, this chapter reviews the innovation of education and the training system looking at the case of Seoul City and attempts to provide future directions for effective human resource development of local government employees. This study first examines the administrative environmental changes of local governments as well as new demands of education and training, along with the examination of previous studies on education and training systems in local governments. Utilizing the Instructional System Design (ISD) as an analytic framework, this study analyzes education and training in four dimensions: educational training infrastructure, planning, programs, and evaluation. In doing so, the budget and investment plan of the Seoul City Government has been examined, followed by various aspects (planning, program, and evaluation) of education and the training system. After that, this study provides policy implications for education and training in local government: (1) image building based on local government goals and future vision; (2) awareness and evaluation of training results; (3) reinforcement of education and training for both lower-level and higher-level officials; (4) introduction of a self-directed learning system; (5) systematic education and training using information technology. The result of this study could be informative for the development of education and training (ET) systems in other local governments. In the future, more case studies should be undertaken from various localities and countries. Case studies of the specific ET systems of local governments in different regions and countries, including Europe, Americas, Asia, and other continents would be useful for better comparative analysis and the development of HRM and HRD in local government. Finally, this chapter emphasizes the role of the government of a capital city in any country. The capital city is usually the largest city in most countries with a substantial number of employees and large budget. Local governments cannot compete with the central government. However, to a certain extent, the capital city government might compete with the central government for public sector reform and civil service reform, including education and training reform. If the capital city government demonstrates forward-looking innovation or creative reforms, both central and local governments could learn a lot from it.

1. Introduction

Capacity Building has been a buzz word in many countries in the world for some time because it is the key to coping with a daunting challenges every public organization is facing now in the era of mega competition and fiscal retrenchment.

Basically, capacity building is a strategic approach to development that focuses on understanding the weaknesses that limit people and organizations from realizing their developmental goals while improving the abilities that will allow them to achieve meaningful results. Since the term of capacity building was widely used in the late 1990s, it is now included in many programs of international organizations, government organizations, and non-governmental organizations. Although there is a no consensus on the definition of capacity building, it has three dimensions: individual-level capacity building, system-level capacity building; and organizational-level capacity building. Nonetheless, a typical or common meaning of capacity building could refer to enhancing the competencies and abilities of employees and organizations in developing their communities and entities. Accordingly, this chapter will discuss the improvement of the education and training system for local government employees using the case of Seoul City. In terms of the definition of education and training, one could distinguish both terms differently. For example, one could say that education focuses on the development of current and potential abilities and competencies, while training focuses more on current situations. Since the term of education and training (ET) are interconnected with each other, we will use both terms together instead of separating them.

ET includes education for the overall development of individual potential and training for the cultivation of the knowledge and skills needed to perform duties (Gang et al., 2005; Kim, 2002, 2007). By law, ET involves all kinds of activities aimed at cultivating the skills and abilities needed for employees working in local governments to fulfill the desired public service ethics as a servant for residents and to efficiently perform their duties (Article 1 of the Education and Training Act of Local Civil Service, 2008). In many organizations, performance depends on the capacities of human resources and therefore, ET which is aimed at the systematic development of human resources has a significant impact on whether the organization achieves its goals. Private corporate organizations, such as GE and Samsung, are already managing the competition to recruit highly competent candidates, with a variety of learning programs to produce top talent from within, as well as increasing their investment in ET.¹

Despite the importance of ET in human resources development, ET in Korean public organizations is at an unsatisfactory level. Individual public service employees do not seem to take it seriously. Instead, they seem to regard ET as a mere requirement to have, or as the opportunity to take a break from work. Such misunderstanding, or lack of understanding, or cynicism about ET is one of the serious problems in public sectors around the world. As a matter of fact, many local governments typically focus on recruiting new talents from the outside, instead of innovating ET programs and promoting from within, which costs them a lot of time and money. Since global competition becomes a really serious matter for survival or further development, public employees should take ET as a way to overcome current challenges.

Recently, the central government has recognized the importance of ET and introduced new human resources development policies, such as competency analysis

and practical learning. Especially, ET programs in the central government have been substantially improved from the late 1990s to the early 2000s. However, local public service employee education has not changed much and thus it is still in a relatively weak state because each local government tried to be autonomous keeping some distance from the central government. Moreover, many local governments did not make a long-term investment for the ET of their employees. Therefore, the importance of ET has been overlooked. (Creation and Test Implementation of Government Competency Model, 2001).

This chapter analyzes the reform of the Seoul municipal ET system implemented for approximately a year from late 2006 until the establishment of the overall plan and, based on the implications of the analysis, intends to suggest a direction for the development of the ET system of the local public service according to the changing environment of local administration. Studying the reform of the Seoul municipal ET system will help to uncover a way to identify the roles of local governments in adapting to a new administrative environment and improve the ET system by reforming the system.

II. Education and Training for Local Government Employees

2.1. *Changes in Local Administrative Environment and Changes in Demand for ET*

To adapt to changes in the administrative environment, administrative organizations need to change their goals and meet new demands for ET, since they require competent human resources to achieve the new goals and cope with new challenges. Such changes in the administrative environment, which urge local governments to create new demands for ET, can be divided into localization, information acquisition, globalization, and enhancement of creativity (Kim, 1997; Song, 2000; Ryu, 2003; Jin, 2000; Kim, 2000). We can discuss each of these issues accordingly.

First, the tendency for localization is an environmental factor that has the biggest impact on local governments since the 1990s. In South Korea, an earlier attempt of localization had failed right after the independence from the Japanese colonial period. The first Korean President Rhee introduced a substantially localized system, it did not work out successfully. After that, President Park suspended localization for many years. From the late 1980s, a new movement arose for social and political development including localization. Consequently, full-scale local autonomy was revived in the early 1990s.

As the authority of the central government gradually shifted toward local governments, the local governments have earned a substantial degree of local autonomy to exercise administrative authority over a number of areas. They have also gained the authority and obligations to establish policies independently and reflect residents' needs within the scope of local affairs. Since competent public service employees are more concentrated in the central government than local governments, local governments realized that they need more specialized human resources to establish differentiated, independent policies and exercise those policies effectively. In other words, they felt the need to build the competency to develop human

resources independently. In order to do so, local government should not simply imitate the central government's ET system. Instead, local governments should take into account their local characteristics and establish an image of ideal talent based on their goals and visions in order to create an effective ET system.

Another issue facing local governments is gaining fast information sharing. In this information society, information resources are recognized as important as other physical resources in terms of quantity and quality. In terms of quantity, the concept of time and speed has become critical, and speedy service delivery is demanded urgently (Kim, 1997). Information technology allows free storage and utilization of a variety of information through computers and networks and also the spread of human intelligence online in virtual space. Therefore, investment in intangible assets, such as human resources, has become important. For local governments, the development of skilled human resources has become a crucial task and has increased the investment in ET. Their ET now focuses on cultivating the ability to manage knowledge and information independently, rather than simplistic knowledge acquisition or transfer, and utilizes a range of methods using information technology, such as virtual space and networks, rather than traditional lectures and typical group education (Jin, 2000; Chung, 2000; Chang, 2001).

Globalization is also a new situation in which many entities must open their doors to one another and all perceptions and behaviors are viewed from a global standpoint (Kim, 2000). Accelerating globalization increases the necessity of cooperation while intensifying competition between countries, between regions, and between local governments (Baek, 2000; Park, 1994). In the midst of globalization, local governments need to create an ET program to develop human resources with global competence by learning information and skills from overseas, in order to build a global administrative system and provide more diverse and higher quality administrative services.

Furthermore, local governments should respond to the needs of the times, which place great emphasis on creativity. Creation literally means making something out of nothing. In this age of creativity, local public service employees now need to develop the ability to plan new policies based on the local characteristics, instead of implementing routine policies. Therefore, local governments should systematize their human resources development systems to provide their employees with the expertise needed to fulfill their responsibilities and exert flexible ways of thinking and creativity, rather than just simply following instructions or manuals (Gang, 2003).

2.2 Examination of Previous Studies on ET System for Local Government Employees

To adapt to those changes in the local administrative environment, namely, localization, information acquisition, globalization and creativity, local governments need an ET system with which to develop competent human resources (Sims, 2002). Private corporate organizations have already recognized the importance of human resources development, compared the cases of organizational ET systems, and

continued studies on specific ET techniques. Public organizations have recently realized the importance of an ET system and initiated studies on ET of public service employees. However, these previous studies encountered a number of limitations.

To begin with, there are very few studies on the ET of public organizations, compared with that of private corporate organizations. Corporate organizations have analyzed the cases of ET in individual organizations and sought their implications (Moon et al., 2005; An, 2001; Oh, 2001; Yun, 2000; Lee, 2001) and furthered studies on specific ET techniques (Kim & Bong, 2002; Rha, 2000; Lee & Lee, 2005; Lim, 2005; Lim et al., 2001). There are, however, fewer studies on ET in public organizations and fewer official studies on specific ET techniques. Most previous studies are concerned with the directions for the development of the ET system based on the changes in the ET environment (Kang & Choi, 2003; Gang, 2004; Kim, 1997). Further studies on the various examples of the ET systems implemented in public organizations and on specific ET techniques will be needed to enhance the feasibility of those studies on the directions for the development of the ET system.

Studies on public service employee ET have been conducted chiefly by the central government (Gang, 2000; Gwon, 2001; Kim, 2002, 2007; Cheon, 2003) and recent studies have started to be conducted on the ET system for local public service employees (Kang & Choi, 2003; Ryu, 2003; Park & Choi, 2002; Han & Choi, 2006). This is because the central government's ET has been concentrated in the central public employee education center and its ET system is therefore easier to examine, which subsequently has led ET for local public employees to merely imitate the central government's ET. However, the ET system of local governments now needs to be examined to adapt to environmental changes, namely; localization, globalization, information acquisition and creativity. Future studies need to deal with local governments' ET.

To improve the limitations of the previous studies, a study on the ET system for local public employees requires an analysis of actual ET in other local governments, as well as an analysis of the cases of ET implemented in individual local governments. In local governments, a competency analysis and career development system relating to ET for public employees has not been well established, making it difficult to suggest an organized plan to improve the ET system (Kim, 2000; Han & Choi, 2006) and also difficult to develop the ET system requiring long-term investment since the heads of the local governments want visualized results within their terms. Therefore, a study on the ET system needs to take such conditions of local governments into consideration.

This chapter intends to analyze the reform of the Seoul municipal ET system so that the reality of the ET systems in other local governments can be re-examined. Seoul City implemented the reform for approximately a year beginning in October 2006 until they established the overall plan. Although the Seoul municipal ET system is still in its implementation stage, it offers two implications: (1) since 2006, it has been the first initiative by a local government to recognize changes in the ET environment and make overall changes to the existing ET system; and (2) considering the scale and speed of administrative changes and the scope of administration,

the Seoul City has always led the way and had the biggest influence on other local autonomous governments in terms of systematic changes. Therefore, an examination of the reform of the Seoul municipal ET system will suggest possible solutions and policy implications for other local governments to improve their ET systems. An examination of Seoul City's reform is not to evaluate the results of the reform. Instead, it is intended to find a method for local governments to solve the problems with their ET systems in the new administrative environment.

2.3. *Analytic Framework*

The most widely used theoretical analysis model in ET programs is the Instructional System Design (ISD) (Lim et al., 2007). The ISD model is a framework for the systematic identification for the design and development of educational programs. The acronym "ADDIE," the most common ISD model, consists of analysis, design, development, implementation and evaluation. It posits an entire program as a single system and analyzes ET (Baek, 2000; Jeong & Jin, 2008; Cheon, 2003). The ISD model is useful for the analysis of a particular program, but it is not suitable for an analysis of the overall educational system.

In Korea, the Ministry of Public Administration and Security (MOPAS) is responsible for analyzing the ET systems of central government departments.² It adopted four indicators/aspects, namely; ET systems, ET programs, ET infrastructure and ET institutes. These indicators are useful for the ET system for public service employees since they are applied to similar public organizations (2006 Public Service Employee Training Guidelines, 2005; 2006 Direction for ET of Operating Local Government Employee, 2006).

The ET certification system, which was recently launched, uses a few indicators in evaluating high-performing institutes with regard to human resource development (HRD). These indicators are also useful for ET for local public employees. The ET certification system is designed for assigning certification marks to high-performing public or private institutes with regard to HRD for hiring employees based on their ability and improving individual skills through learning during their employment. Just like the ISO and the Korean Standard certificates, this system provides institutes with national recognition for excellent HRD (Kim & Lee, 2002; Chang, 2000). The criteria for certifying HRD stems from four areas: hiring and management, appointments and transfers, goal management and performance appraisal, and promotions and rewards. In terms of HRD, the criteria consist of four areas: planning, operation, evaluation and infrastructure (Public Sector Manual for Institutes with Good HRD, 2006; Regulations for Operating Certification System for Institutes with Good HRD, 2006). However, such a certification system is not sufficient to evaluate whether human resource management (HRM) and HRD are associated with each other.

This study does not evaluate or compare particular programs or methods, but analyzes the overall ET system of Seoul City. Therefore, the analysis is divided into educational infrastructure, ET planning, ET operation and ET evaluation to take an overall glimpse into the system. In analyzing the overall level of the ET system,

human and material infrastructure is examined in the aspect of educational infrastructure; for ET planning, a demand analysis system for ET plans based on HRD visions and strategies; for ET programs, educational methods and details to analyze the areas where practical education is provided; and for ET evaluation, the ET evaluation methods and feedback processes will be examined (See Table 1).

Table 1 Analysis Framework

Framework	Analysis Indicator
Education & Training Infrastructure	Education & Training Management Education & Training Budget
Education & Training Planning	Education & Training Objectives Relationship with HRM
Education & Training Program	Education & Training Method by Type of Subject Education & Training Program Details Education Methods
Education & Training Evaluation	Education & Training Evaluation System Evaluation Results Feedback Method

III. Analysis of the Education and Training System of Seoul City

3.1. Analysis of the Infrastructure Aspect of ET

One of the most serious problems with the Seoul ET system for reform was the disconnection between educational institutes and the lack of expertise of ET administrators due to the distribution of ET. In 2006, in Seoul, the HR Department and the Seoul Human Resource Development Center (SHRD)³ were equally responsible for ET, but the division of labor was disorganized and failed to form a partnership between the two organizations. They disagreed on ET goals, their ET programs did not use similar methods, and they managed educational data differently. Since the 2000s, contracted ET has flourished and created the issues of polarization of the internal ET system and integrated education management (Seoul Municipal ET System, 2006). In 2006, Seoul City had eight ET officers from the HR Department, no researchers, no educational ergonomic experts and no contract experts among the public education center personnel, who could work with the officers to design and evaluate curriculum. The city only had educational agents and facilitators in technical posts that could not work for long periods and lacked expertise (2006 ET Plan, 2006). Outside instructors could not be hired for more than three years due to financial issues and the failure to secure an appropriate instructor pool (2004 Public Employee ET Evaluation, 2004).

The analysis of material infrastructure suggests that Seoul City pays an education fee of 347,000 won per employee, with a direct education cost accounting for 1.49% of the total labor cost (Seoul Municipality Internal Data, 2006). It seems reasonably high, compared with the total budget that local governments allocated for ET, which was 1,484,000 million won in 2005 or 1.3% of their total labor cost.

However, in the U.S., the recommended direct education cost is approximately 3% of the total labor cost. In Korea, investment in ET is still low (Choi, 1998). Of the total budget of the Seoul Human Resource Development Center, the budget for education accounted for about 13%, which was not enough for new curriculum development or educational planning (Seoul Municipality Internal Data, 2006).

Next, disorganized ET affairs were analyzed, and the HR Department undertook overall ET planning and the Center undertook partial planning. It added a Creative Development Academy to reinforce creative education and a department responsible for the development of job programs by hiring two private education experts and educational ergonomic experts as part-time employees. An educational program for ET officers was also founded (2008 ET Plan, 2008). The HR Department of the Seoul Municipality also installed a HRD Strategy Team and divided it into a HR policy section and an operations section (Seoul Municipality Organization, 2009). In addition,

Table 2 Budget and Investment Plan Based on the Reform of the Seoul Municipal ET System
(Unit: 1,000 Korean won)

Project	Description	2006	2007	2008	2009	2010	Total
Establishment of Competency Development-Centered ET System	Core Value Education	1,158,044	1,569,580	1,569,580	1,569,580	1,569,580	7,436,364
	Leadership Competency Education	402,720	1,029,875	1,371,875	1,371,875	1,371,875	5,548,220
	Specialized Job Education	426,000	1,120,800	1,301,800	1,199,500	1,279,500	5,327,600
	Global Mind Reinforcement Education	4,067,156	4,929,916	5,143,549	5,356,582	5,569,615	25,066,818
Creation of Regular Self-Directed Learning System	Creation of Regular Learning System	166,700	670,250	421,300	453,400	453,400	2,165,050
	Extension of Self-Development Learning Support	605,800	1,032,400	1,288,080	1,521,078	1,592,800	6,040,158
Expansion of ET Infrastructure	Increase of Investment in ET	156,000	429,000	4,513,000	600,000	0	5,698,000
Total		6,984,426	6,984,426	13,968,852	27,937,704	55,875,408	111,750,816

Source: White Paper of Seoul Government Employee ET System Reform (2007).

tion, the city expanded the educational facilities and equipment needed to operate new programs and built small lecture rooms based on the new type of discussion-based ET, including a new sub-conference room. It also decided to expand the building to increase space for education. The budget for the year 2010, that was required to introduce the new ET system, is estimated to be 1,117,000 million won.

3.2. Analysis of the Planning Aspect of ET

The city should have designed a specific ET system based on the clear ideal image of the employee, but it had only established nominal goals and vision. Therefore it was difficult to define the necessary competency and estimate the demand for education (Seoul Municipal Public Employee ET Innovation Plan, 2006; 2006 ET Plan, 2006). The difficult analysis of the educational demand led to the creation of a demand survey in which only eligible employees from each department were provided with the current curriculum, instead of creating new programs. The employees were not given the opportunity to select the programs. ET was considered as a mere process of preparation for getting promotion, rather than a skills development process.

Then, there was no long-term recruitment plan in the education planning process (Seoul Municipal Employment Status and Recruitment Plan, 2006). Each year, the city implemented a HRM plan, but only estimated annual trends without diagnosing the necessary human resources or a long-term plan. In other words, the city had no particular HRD plan and its HRM and ET were not connected. Therefore, the city's HRM and training planning were disconnected through overseas training budget cuts or job training budget cuts, even if it supposedly supported global HRD or practical training relating to actual jobs (ET Rating Guidelines, 2005).

Initially, the city created its desired image of the employee to improve the municipality's competitiveness as creative, dedicated, ethical and global talent and, through internal workshops, divided the competency required of such talent into core values, leadership competency, expertise, and a global mindset. Based on this system, the city connected all the ET details (White Paper of Seoul Municipal Public Employee ET System Reform, 2007). Moreover, the city recorded ET results in the HR database and applied them to the HR transference. It also developed the appointment management, career development planning system, the learning management system, and connected them to the computerized HRM system so that ET results could be directly reflected to HRM. ET results were also linked to promotions by assigning points of merit to creative knowledge managers and giving them promotional opportunities. The system was designed so that ET could be implemented for the long term based on the career development system, instead of the short-term HR plan (Merit Points Project, 2007, 2008).

3.3. Analysis of the Program Aspect of ET

The biggest problem with the ET programs before the reform was that they focused on employees at or below Grade 6 but lacked ET programs for managers and senior officials (Grade 5 of higher). Programs for Grade 5 promotions were lecture-

based and those for higher-ranking employees higher than Grade 4 were only culture-related and contract-based.⁴ There were few or no programs for even higher-ranking employees. This was the result of an inflexible interpretation of the ET Act of Local Civil Service. The education for employees at higher than Grade 5, who were key players in achieving organizational goals, was entrusted solely to the central government and can be said to be yielding authority over key human resources to the central government.

Programs for new employees were implemented three years after they were recruited due to internal personnel management and budget issues. The city also hired outside instructors who were not aware of the characteristics of the organization for a two week period so that the education could be focused on administrative work (2006 ET Plan, 2006). Later, overseas ET was not managed on a regular basis. The results of the training were not systematically evaluated or applied to the development of related areas or organizations. Overseas training had little or no connection with their actual jobs, and employees were not obliged to complete degrees or publish papers once they returned. This was because overseas training was considered part of the welfare benefits program. Finally, cyber programs were made available at the Data Center, but they were not designated as mandatory programs, nor were they connected to offline programs. Therefore, the results could neither be evaluated systematically nor applied properly.

Recently, Seoul City created a new promotions program within the municipality, independent of the program targeting soon-to-be Grade 5 employees implemented by the central government. The employees were supposed to complete advanced programs after a certain period of time (2008 ET Plan, 2008). The city also added a strategy and vision program for employees higher than Grade 4 and hired an outside institute to provide education to establish a vision or manage changes. Since higher-ranking officers have fewer ET models available and find it more difficult to make self-development plans, the city installed a coaching system by hiring full-time coaches to provide individual consulting services.

Also, new employees were given appointments only after completing requisite programs and encouraged to share the core values of the city, rather than undergoing theoretical ET (2008 ET Plan, 2008). Depending on the position, the duration of ET was also extended from two to three or four weeks, incorporating cyber programs from 28 hours to 75 hours. The programs involved practice and discussion, instead of only lectures (White Paper of Seoul Municipal Public Service Employee ET System Reform, 2007). For special positions, such as privileged or part-time posts, the city created a mandatory public service adaptation education program so that employees could share the city's vision.

Overseas training is now connected to the city's major projects. Overseas training institutes were diversified into international agencies that the city joined or the city's sister cities so that degree programs can be linked to actual jobs. Trainees are selected based on their tasks, rather than their years of service. The management system was reinforced so that the trainees could work as overseas correspondents during training and once they return, they would be obliged to work as instructors

for a certain period of time.

In response to the fast-growing number of employees eligible for the new ET system, the city aimed to increase cyber programs by up to 70% by 2010. The city also decided to extend online learning by operating an online knowledge and information service to provide policy references, switching from offline to online evaluation, running a pilot program connecting cyber and collective programs, operating online learning groups by subject, and sharing outside online programs.

Table 3 Seoul City's Plan to Increase Percentage of Cyber Education by Year

Year	2006	2007	2008	2009	2010
Percent	24%	50%	60%	65%	70%

Source: Workshop for Reform of Seoul Municipal Public Employee ET System, 2006

3.4. *Analysis of the Evaluation Aspect of ET*

ET evaluations before the reform concerned satisfaction based on objective methods. However, the content of ET was hardly ever evaluated. Aside from the lack of competency analysis, the city did not even conduct comparative evaluations in which the anticipated contents or objectives of ET were evaluated ahead of time. The city reflected only the results of completed programs in promotions. The content of ET had little influence on appointments or promotions. In other words, HRM and HRD were not well connected. Even if employees completed training, they were transferred to areas where their new and previous duties had little in common.

Accordingly, the city decided to create a new evaluation system that included a variety of factors, such as attitude change, improved job skills, and contribution to performance, instead of the uniform satisfaction survey. In addition, the process was also divided into three stages, namely, preliminary survey, post-education survey, and application. Each evaluation was conducted from various perspectives, such as trainees, higher-ranking employees, and colleagues. The ET programs were classified into four types by objective to conduct differential evaluations (Lee, 2008).

A self-directed learning system was also developed so that employees could design their learning based on their self-competency development plans. The ET results were evaluated based on the hours of individual learning achievement. The department leaders were ordered to reflect their subordinates' results in performance appraisals. In each department, employees were encouraged to schedule their learning and complete the specified number of hours so that the results of actual ET and learning, including contract education, new recruit support, and job workshops, could be evaluated (White Paper of Seoul Municipal Public Service Employee ET System Reform, 2007). Overall, the Seoul city's ET system reform concerned ET infrastructure, ET planning, ET programs, and ET evaluation. Table 4 provides a comparison of before and after reforms.

Table 4 Comparing Before and After Reforms of the Seoul ET System

Before System Reform	Indicator	After System Reform
Disconnect between ET Institutes Lack of Expertise of ET Administrators Lack of ET Budget	ET Infrastructure	Establishment of Collaborative ET System Enhancement of Expertise of ET Administrators Increase of ET Budget
Lack of Objectives of ET System Lack of Long-term HRM Plan	ET Planning	Establishment of More Strategic ET system with Competency Analysis Connected ET with HRM
Concentration of Lower-Ranking Employee ET Limits to ET for New Employees Overlooked Overseas Training Management Low Rate of Use of Cyber Education	ET Programs	Increase of ET for Senior Officials Strengthened ET for New Employees Re-establishment of Overseas Training Programs Expansion of Cyber Education
Simple Evaluation System for ET Low Utility of Evaluation Results	ET Evaluation	Created Practical Evaluation System Utilization of Evaluation Results in HRM

IV. Implications of the Seoul City's Education and Training Reform

4.1. *Image Building of Employees Based on Local Government Goals and Future Vision*

As seen in the case of the reform of the Seoul ET system, for a local government to improve its ET system, the most important task is to clarify its organizational vision and goals and incorporate them into the system. Therefore, local governments should establish ideal images of their employees and define their requisite competencies by taking local characteristics into consideration, and then reflect these ideals into their ET systems. Since local governments inevitably have different goals and visions when defining the ideal image of their employees, their ET should vary as well. In Wisconsin or North Carolina, U. S. and in Jangseong-gun, Korea, ET programs are localized and specialized, rather than generic and universal (Coggburn & Hays, 2003).

Based on the ideal image of their employees, the governments should design an ET system using competency analysis. Since local governments focus more on executing policies and therefore tend to have more lower-ranking employees who perform generic tasks. This makes systematic competency analysis even more difficult. In general, a past-oriented competency analysis is conducted by comparing high-performing and low-performing groups. However, in local governments, each employee is responsible for varying tasks, making it difficult to analyze jobs or performance differences. Therefore, it may be more realistic for local governments to make the best use of the competency of its employees, conduct a pilot competency

analysis of employees in certain posts, and reflect the results in their ET. They should also use future-oriented methods targeting their vision and goals, instead of past-oriented analysis based on performance differences.

4.2. Awareness and Application of ET Results

Government employees need to see ET as an investment for their development and they should consider what constitutes investment returns. What constitutes the results of education depends on the viewpoint of each local government. The Seoul City defines the results of education as the acquisition of knowledge by a learner in the autonomous problem-solving process, instead of test scores or satisfaction scores. This implies that the use of the action-learning technique helps small groups, which are formed based on the pressing issues or tasks to be solved at work, experience the reflective and explorative learning process (Marquardt, 2004).

The action-learning technique can be used in local governments, such as policy-oriented ET (Ryu, 2003) and ET through workshops or the community (Lim, 2005). For example, by changing lectures to a discussion-centered class and getting individuals or teams to perform tasks, the results of ET can be evaluated. However, with regard to discussions and team projects, ET evaluation alone may not be helpful for instructors in making reasonable evaluations. Therefore, an evaluation using questionnaires should be improved as well.

4.3. Reinforcement of ET for Higher-Ranking Officials

Another advantage of the Seoul municipal system reform is the reinforcement of education for high-ranking public employees, who have been overlooked in the ET process. Playing a pivotal role in policy-making, just like high-ranking public employees higher than Grade 3 in the central government, Grade 5 public employees higher than team leaders in local governments require special care through a core HRD program. They are key leaders and have been given fewer educational opportunities because their absence affects the performance of the whole organization.

These senior officials have high potential because they do not just perform given tasks but are capable of strategically designing a framework for their job (Bae, 2006). However, corporate organizations draw on unequal competition to provide core talent with special management upon recruitment, which is not suitable for public organizations. Selecting and developing competent employees from within does not match with the HRM of public organizations which emphasizes equity or equality, such as the equal opportunity system. Therefore, a differentiated educational program needs to be developed for senior officials in public organizations, who hold key positions, through experience and certain procedures (Keen & Vickerstaff, 1997). For example, a contracted ET program for Grade 6 employees who are extremely interested and spontaneous as soon-to-be executives, as well as an ET program for high-ranking employees, can fuel a certain level of competition. Introducing an internal competition system using an open position recruiting system will also support the HR systems of public organization that emphasizes equality.

4.4. *Introduction of Self-Directed Learning System*

Seoul City retargeted individual public employees as subjects of the ET system and adopted self-directed learning in which individuals acquired any knowledge and information they needed on their own, in response to the changing administrative environment that emphasizes creativity. The city has set a new direction in keeping with the trends of the contemporary society toward continuing learning, as well as the trends of continuing education within public organizations (Kim, 2005).

Self-directed learning is a system implemented by the central government and other local governments as well, but there are many limitations for the system to solve. For instance, for a public employee to select the program, the method and the institute needed to create a self-directed ET plan, a learning management system needs to be created and an organization responsible for ET such as the HR department should support information on ET lectures and published references. Not only that, public employees have to accomplish their daily tasks and are often called upon to provide support even during the periods of ET. Such reality poses an obstacle to the establishment of the self-directed learning system. Therefore, local governments should gradually diversify to educational institutes and programs and utilize the existing ET programs of outside educational institutes, instead of introducing a self-directed learning system in name only.

4.5. *Systematic ET Using IT*

Not only advanced countries but even developing countries, where the advancement of information acquisition is lagging behind, have online ET implemented in local governments. Most countries are now using information technology (IT) to provide ET (Johnson & Thomas, 2007; Nientied & Racoviceanu, 2000). However, Seoul City had enough of a budget to build its own online education center, known as the Data Center, whereas most local governments cannot afford to add information acquisition to their ET because of budget constraints. In addition, even if they have an online ET system in place through massive investment, it is unlikely to reap the desired results if it is not organically linked with the existing collective education.

Therefore, local governments should adopt a variety of approaches instead of forcing online ET onto itself. Such approaches include linking cyber lectures of the central government, Seoul City, and other ET institutes to the existing collective education and scheduling the two types of ET for differing time periods. For instance, the existing lecture-based ET is now being replaced by cyber lectures with the purchase of outside online programs. The collective education involving discussions and team projects can be used together as well. Nonetheless, eliminating the existing programs altogether is not an ideal solution even if online education is now in demand. ET programs should be designed for employees to communicate and share information with each other and develop their leadership as well. That is why offline education is still important. Therefore, it is worth arguing that integrated online-offline education will improve the limitations of online education, rather than

the limitations of offline education (Hong, 2004).

V. Conclusions

In response to the environmental changes in local administration, namely, localization, information acquisition, globalization, and creativity, local governments need to reform their ET systems to meet the needs of new talent. In public organizations that depend on balanced human resources management and the full-time employee system, it is extremely difficult to implement the flexible recruitment of outside talent according to changes in the administrative environment. Under such circumstances, Seoul City's reform of the ET system offers various policy implications with regard to HRM and HRD for other local governments can utilize. The reform implemented by Seoul implies that, in order to secure competitive human resources, local governments should build up an ideal image for its employees, create an educational system based on competency analysis, recognize and apply the results of ET, reinforce ET for both lower-level and higher-level officials, introduce a self-directed learning system, and establish an organized ET system using IT. Unlike the central government, however, local governments are still struggling with poor ET conditions. Considering their local characteristics, the governments should take a partial, gradual approach by incorporating such characteristics into realistic solutions.

This chapter intends to seek a solution for improving the ET system for local government employees by examining the case of Seoul City. The result of this study could be informative for the development of an ET system in other local governments. Accordingly, it examined the problems and limitations of Seoul City's ET system to provide possible solutions or useful ideas to reform the ET systems in other local governments. Nevertheless, more case studies should be done from various localities and countries. Thus, case studies of the specific ET systems of local governments in different regions and countries, including Europe, Americas, Asia, and other continents would be useful for better comparative analysis and the development of HRM and HRD.

Finally, this chapter emphasizes the role of the capital city government in any country. Tokyo is the capital city of Japan and, likewise, Seoul is the capital city of South Korea. The capital city is usually the largest city in most countries with a substantial number of employees and large budget. Local governments cannot compete with the central government. However, to a certain extent, the capital city government might compete with the central government for public sector reform and civil service reform including education and training reform. If the government in the capital city demonstrates a forward-looking innovation or creative reforms, both central and local governments could learn from it. Therefore, this chapter strongly emphasizes the role of the capital city government in terms of capacity building and reform to meet future challenges and deliver better services for the people.

Notes

- 1 At GE, for more than 50 years, the legendary John F. Welch Leadership Center in Crotonville has been at the forefront of real-world application for cutting-edge thinking in organizational development, leadership, innovation and change. Every year, for thousands of GE people from entry-level employees to the highest-performing executives, a journey to Crotonville is something of a pilgrimage as a transformative learning experience that becomes a defining career event. For more details, visit its website at http://www.ge.com/company/culture/leadership_learning.html.
- 2 For more details, visit its website at <http://www.mopas.go.kr>. For training programs and policies of the Korean government, visit the training portal at <http://www.training.go.kr>.
- 3 For more details, visit its website at <http://hrd.seoul.go.kr/eng/main.jsp>.
- 4 In the Korean government, Grade 1 is the highest and Grade 9 is the lowest level.

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