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AN INTERNATIONAL STUDY ON DIFFERENT FACTORS OF OPERATING SCHOOL TEMPORARY POSITION: FOCUSING ON CASES OF KOREA, HOLLAND, GERMANY, SWEDEN

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Abstract

The necessities of strategies for the labor force in the school temporary position are superior in education practice. In the perspective of government, a new paradigm and method for them such as employment stability, better treatment and fewer tasks have been sought. However, the information for them is not enough. While seeing the main issue to manage an temporary workers and the feature of the system for them in schools of Holland, Germany and Sweden, this study shows an effective plan for not only the labor force in the school temporary workers and but their skill development. Based on the result of a plan in education office, supporting office, and schools this study proposes the political and institutional method to revitalize the efficient management of temporary workers in school.

Keywords

HRM in School, School Temporary Position, Efficient Operating Personnel Strategy, Star Model

1. Introduction

Recently there are numerous changes like reformation of function and organization in local education institutes. Also, Local Education Office is changed into Office of Educational Support. Besides, schools have more autonomy and responsibility. Most of all, a local officer in school and Education Office plays a great role in a situation of the converging local education autonomy. Furthermore, it is important to manage the education and administration in metropolitan and provincial offices in education. The efficient management of the labor force is needed to encourage the function and role of a supporting system in metropolitan and provincial offices in education. Efficient management of the labor force is required so that metropolitan and provincial offices in education are functioned well as the key supporting system(Sung, et al., 2012). Through this course, citizens in local area can get the high-quality service of education.

Local Education Authority has diverse structure like headquarter, libraries, schools, etc. There is also a variety of structures for employees like general job, functional job, temporary workers, etc. Because of that, each employee has diverse their own opinions and situations and some of them do not have coincident relationship between their duty and position. Above all, it is necessary to recognize what the problem is in the use of the man power and resolve it in order to make metropolitan and provincial offices in education function well as the key supporting system.

Specifically, the problem on welfare and employment of temporary workers in schools has to be resolved firstly. In addition, their primary role is not required for the public sector (Sung et al., 2011). Moreover, the level of their salary is lower than other similar types of job and the different pay system from regular jobs, which calculates working days, drives them to complain. Now the number of temporary workers in school is 1.3 million: 38,481 school cafeteria employees(45%), 9,041 secondary school affairs for general(6.9%), 6,082 secondary school affairs for special education(4.6%), 4,706 secondary school affairs for science and etc., which is diverse types of over 30 jobs(Ministry of Education, 2011). In addition, the number of unlimited contract jobs in temporary workers in school is 63,452(48%). When it is compared with the number of the government (the public teacher, 403,830) and local officials(62,387), the one of temporary workers in school has a big portion(Ministry of Education, 2013).

It is necessary to know what the problem is in the use of the labor force in school temporary workers and solve it, not only for the government but also local education. Of course,

the leading way from the government has been published and worked. However, it is thought that the government cannot reach its objective because of its impatience to implement the policy and diversity to be applied to the whole country in common. Actually, there are continuous arguments on the targets and standard to convert unlimited contract jobs. Also after converting, it is harder to get the flexibility of employment and save payment, which is purpose of introduction of temporary workers in school. Furthermore, many problems have been appearing like reduction of the number of students, decline in budget and etc. in a position of workers.

Thus, the problem, the efficient use of temporary workers in school, needs continuous attentions and efforts in society in a view of duty for employment and welfare of temporary workers in school spread in the whole society. In spite of this importance, we don't have an advanced research on this problem compared with other countries. The domestic research on this subject focuses on the particular group partially(Kim, 2008; Son, 2012). Also, existing studies depend on qualitative analysis and delivery formal needs, which do not include enough information on the change or development for employment and welfare of temporary workers in school.

To improve this, it is necessary to seek new paradigm and reorganizing way for the administration system of temporary workers in school. Therefore, the objective of this research is as follows. 1) to analyze the main problem and issue on the administration system of the use of temporary workers in school. 2) to compare and analyze each system of countries like Holland, Germany and Sweden and draw a conclusion using FGI methodology. 3) to find the basic way of reformation and the basic viewpoint of the administration system of temporary workers in school. Through this, we can find more efficient and rational way to utilize them and it will contribute to improving the system of employing them and their welfare. Furthermore, this research can be used to improve the effect to execute policy on this more efficiently.

The research subjects like following have been set to achieve the objective of this study. First, what is the main problem and issue on the use of temporary workers in school? Second, what is the character of the system for them related in law, management, election, evaluation, and salary in each country like Holland, Germany, Sweden? Third, how is the management play organized for them to improve their performance and for efficient management for the labor force? To solve these subjects, this research proceeds in depth below. First, chapter 2 shows and

analyzes the theory on the efficient management of the labor force in school temporary workers (Star Model Theory) and other advanced researches for the background of this study. Chapter 3 details the explanation of this materials and hypothesis and introduces a new research method for analysis. Chapter 4 discusses the result of analysis synthetically and through this course, the main part in chapter 5 also can be discussed.

2. Background and Literature Review

2.1. Background

This study is to establish the administrative system for temporary workers in school to develop their career with the basic model, Star Model (see <figure 1>). The Star Model framework for organization design is the foundation on which a company (or school) bases its design choices. The framework consists of a series of design policies that are controllable by management and can influence employee behavior. The policies are the tools with which management must become skilled in order to shape the decisions and behaviors of their organizations effectively.

The organization design framework portrayed in Figure 1 is called the “Star Model” In the Star Model, design policies fall into five categories. The first is strategy, which determines direction. The second is structure, which determines the location of decision-making power. The third is processes, which have to do with the flow of information; they are the means of responding to information technologies. The fourth is rewards and reward systems, which influence the motivation of people to perform and address organizational goals. The fifth category of the model is made up of policies relating to people (human resource policies), which influence and frequently define the employees’ mind-sets and skills.



Figure 1: *Galbraith's Star Model of organizational design*

The message of the Star Model is that these dimensions must be consistent with strategy and consistent among themselves. Our purpose here is to identify the different solutions strategies and the different combinations of organizational dimensions that characterize the more school temporary workers organization that will create and deliver these solutions.

Strategy is the organization's formula for winning. The organization's strategy specifies the goals and objectives to be achieved as well as the values and missions to be pursued that it sets out the basic direction of the organization. The strategy specifically delineates operating personnel strategies of school temporary workers. It also specifies sources of competitive advantage. The structure of the organization determines the placement of power and authority in the organization. Structure policies fall into four areas as follows; the Specialization, Shape, Distribution of power and Departmentalization. Specialization refers to the type and numbers of job specialties used in performing the work. Shape refers to the number of people constituting the departments (that is, the span of control) at each level of the structure. Distribution of power, in its vertical dimension, refers to the classic issues of centralization or decentralization. In its lateral dimension, it refers to the movement of power to the department dealing directly with the issues critical to its mission. Departmentalization is the basis for forming departments at each level of the structure. Information and decision processes cut across the organization's structure, if structure is thought of as the anatomy of the organization, processes are its physiology or functioning.

The purpose of the reward system is to align the goals of the school temporary workers with the goals of the organization. It provides motivation and incentive for the completion of the strategic direction. The organization's reward system defines policies regulating salaries, promotions, bonuses, profit sharing and so forth. The Star Model suggests that the reward system must be congruent with the structure and processes to influence the strategic direction. Reward systems are effective only when they form a consistent package in combination with the other design choices.

The human resource policies are recruiting, selection, rotation, training, and development. Human resource policies produce the talent required by the strategy and structure

of the organization, generating the skills and mind-sets necessary to implement the chosen direction. Human resource policies also build the organizational capabilities to execute the strategic directions. Flexible organizations require flexible people.

2.2. Literature Review

According to most authors organizational architecture is a metaphor, like it shapes the organizational (some authors would say the informational) space where life will take place. Organizational architecture consists of the formal organization (organizational structure), informal organization (organizational culture), processes, strategy and the most important human resources because what is an organization if not a system of people. The table shows some approaches to organizational architecture. The goal of organizational architecture is to create an organization which will be able to continuously create value for present and future customers (students, parents) optimizing and organizing itself. Some under organizational architecture understand building blocks, which are mandatory for the growth of the organization. To design an organization means to set up a stage where the drama of life will take place (see <table. 1>).

Table1: Literature Review on Organizational Architecture

Nadler & Tushman (1997)	Merron (1995)	Galbraith (1995)	Henning (1997)	Churchill (1997)	Corporate Transitions International (2004)
-	Vision, strategic goals and strategic management	Strategy	The role of the organization	-	Strategy
Informal organization	Organizational culture	Reward systems	Reward systems	Organizational culture	Organizational culture
Formal organization	Organizational structure	Organizational structure	Groupings	Organizational structure	Organizational structure
Business processes	-	Processes and lateral links	Business processes and work design	-	-
Human resources	-	Human resources		Human resource development	Communication

[Quote] Paul R. L., Jay W. L. (2005). Organization and environment; managing differentiation and integration. Boston: Division of Research, Graduate School of Business Administration, Harvard University. 213–218.

The analysis of the management of temporary workers in school has been done to see existing studies and star model theory made to establish an efficient model for them. First, there are many studies to establish a basic tool and strategy for their stable employment and welfare (Kang & Lee, 2007; Oh & Jeong, 2009; Sung, et al., 2011; Sung, et al., 2012; Son, 2012). The obstructions for that are various: an organization culture of school, recruitment system, payment and personnel system, career development system, etc. We can see them in the Table 2. The first thing to see on the efficient management of temporary workers in school is the main reason to make employment unstable (Kim, 2014). Klandernans & Vuuren (1999) said that making recruitment stable is the first task to manage the labor force efficiently. That is because stable employment brings job satisfaction and immersion in organization. Based on that, it is needed to establish the obstructions for that are various: an organization culture of school (Park, 2010; Sung et al., 2012), recruitment system (Oh & Jeong, 2009), payment and personnel system (Kim, 2008), career development system (Kim, 2014), etc.

Re-conceptualization of temporary workers' organization culture in school is the essential matter for their stable employment and welfare. According to Lim (2011) and Been (2009), moreover, the job satisfaction of temporary workers in school is related in stable employment, physical condition for working, dignity for job, smooth conversation etc. That shows that their position in organization culture in school is strongly related in their stable employment and welfare.

One of the main parts to manage temporary workers is a personnel management (Sung et al., 201). Now, municipal ministry of education doesn't have this system (Sung et al., 201). Therefore, smooth personnel management has not been proceed well. Recruitment and renewal have a big portion of the task in some of these institutes. Especially, constant recruitment for frequent vacancy makes another trouble to precede other tasks. Therefore, it is need to establish a new efficient measure for that.

Lee said that it was important to reestablish a structure model like a combined type of job to see the efficient way to manage the labor force. Because temporary workers in school cannot

be replaced anytime if they are vacant, schools use temporary substitute workers. These issues can be the solution for a combined type of job (Oh & Jeong, 2009; Sung et al., 2012). A combined type of job has another strong point to use temporary workers in school for various purposes. That can be an inducement for them to participate and be professional for their development. Therefore, combination and self-development are necessary for them to use in a variety of areas (Lee, 2001).

A number of researchers said that it is most important to establish the system of employment and payment for temporary workers in school and if needed, it should be developed. What is particularly needed in the system of payment is the salary and single salary schedule. Now, schools don't recognize the necessity of extra payment for over time although it is very important. Therefore, the rational system and step are needed (Sung et al., 2012). Also this need comes from the difference of relative salary level between temporary and regular workers although the single salary schedule is not appropriate system in developed countries. Many researchers said that the main for stable employment is the efficient system of payment (Kang, 2010; Kim, 2014; Son, 2012; Sung et al., 2012). The approach for this is distinguished into short and long term. That is because there is limitation to expand the amount of finance temporarily.

It is also important for the Ministry of Education to expand its role to manage temporary workers in school efficiently (Sung et al., 2012; Sung et al., 2011). It should try its best to change its system into overall one with active intervenes. That is because it is very hard to manage the one system autonomously because of diversity of temporary workers in school with various steps for their welfare from schools, Education Office, Office of Education Support. It has more for the Ministry of Education to pursue to manage a large part in order to make a rational system at this time (Kim, 2014; Oh & Jeong, 2009). It is needed to suggest a rational system for payment, serve, transfer, finance etc. lead by the Ministry of Education. Besides, the institute should make a screen for many needs in politics and policy to avoid a repetition of the increasing number of temporary workers in school.

Table 2: *Explain for Study Subordinate Concept*

Star model items	Factor	Researchers
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Strategy	<ul style="list-style-type: none"> ▪ The place for working ▪ The set of manager ▪ The responsible ministries ▪ The role of each institute ▪ The manage system 	<ul style="list-style-type: none"> ▪ Cuyper & Witte(2007) ▪ Oh & Jeong(2009) ▪ Sung et al.(2012) ▪ Sung et al.(2011)
People	<ul style="list-style-type: none"> ▪ Development of career, ▪ Organization culture 	<ul style="list-style-type: none"> ▪ Oh & Jeong(2009)
Structure	<ul style="list-style-type: none"> ▪ The responsible ministries ▪ The role of each institute 	<ul style="list-style-type: none"> ▪ Oh & Jeong(2009) ▪ Sung et al.(2012) ▪ Sung et al.(2011)
Rewards	<ul style="list-style-type: none"> ▪ Compensation ▪ System of payment ▪ Vacation and etc. 	<ul style="list-style-type: none"> ▪ Kim(2014) ▪ Kang(2010) ▪ Son(2012)
Process	<ul style="list-style-type: none"> ▪ Human resource, Operating personnel, transference and etc. 	<ul style="list-style-type: none"> ▪ Kim(2014) ▪ Lim(2011) ▪ Been(2009)

3. Research Methods

3.1. Conceptual Framework

The conceptual framework of this study was organized based on background and literature review associated with efficient operating personnel strategies of school temporary workers, including tested significant main factors. This study applies a quantitative research method to see the main problem and issue for the management of temporary workers in the Korean education system. Taking a detailed look, the hypothesize-test method such as F frequency analysis and descriptive analysis are used to analyze human resources management, operation of the labor force, development of career, management of temporary workers in school etc. And Cronbach's Alpha is also used to measure inner consistency of a survey.

Besides, Using FGI methodology has been used to know other things such as a legal definition of temporary workers in school, management system, composition and management, recruiting system, evaluation system and payment system in each country like Holland, Germany, and Sweden. The interview proceeded after participants had known the objective well. It was done from August 5, 2013 to August 16, 2013 and the detailed date was chosen according

to individual schedule. A professor from ○○ university and deputy director of the Ministry of Education led the whole process. It proceeded in the Ministry of Education in Amsterdam, Hamburg and Stockholm and public schools. It also took about an hour and a half. The information from interview was recorded by a small recorder. If participants needed an extra explanation on the question, additional information was given to them. Through that, the system for efficient management and development of temporary workers in school in Korea was established.

3.2. Data and Sample Measure

This research was conducted to see the main problem and issue for the management of temporary workers in school in Korea and 13,201 workers participated. The current situation is as follows below (see <table. 3>).

Table 3: Study Object's Basis Present Condition

Items		N	%
SEX	Male	472	3.58
	Female	12,729	96.42
AGE	20 Group	1,742	13.20
	30 Group	5,098	38.62
	40 Group	5,181	39.25
	50 Group	1,168	8.85
	60 Group	12	0.09
AREA	Seoul	2,183	16.54
	Pusan	589	4.46
	Daegu	1,091	8.26
	Incheon	844	6.39
	Daejeon	225	1.70
	Gwangju	264	2.00
	Ulsan	403	3.05
	Sejong	28	0.21
	Gyeonggi	3,230	24.47
	Gangwon	755	5.72
	Chungbuk	549	4.16
	Chungnam	199	1.51
	Jeonbuk	580	4.39
	Jeonnam	712	5.39
Gyeongbuk	439	3.33	
Gyeongnam	1,019	7.72	

	Items	N	%
	Jeju	91	0.69
Foundation	National	1,452	11.00
	Public	10,947	82.93
	Private	802	6.08
School Class	Kindergarten	287	2.17
	Elementary	6,808	51.57
	Junior School	3,709	28.10
	High School	2,181	16.52
	Special School	216	1.64
Occupational Category	Secondary school affairs	3,645	27.61
	Business assistant	1,081	8.19
	Parent-Teacher Association	598	4.53
	Facility management staff	839	6.36
	School bus staff	67	0.51
	Cafeteria staff	565	4.28
	Cleaner	98	0.74
	Night Duty Exclusive Charge Employee	775	5.87
	Head resident	137	1.04
	Nutritionist	1,507	11.42
	Head Cook	1,507	11.42
	Assistant for Science	601	4.55
	Cook	26	0.20
	Assistant for food distribution	17	0.13
	Social worker	1	0.01
	Educator for lifelong	1	0.01
	Education worker	10	0.08
	Counselor	942	7.14
	Computation support	218	1.65
	librarian	562	4.26
	Support of education for kindergarten	3	0.02
	Teacher for elementary school student	30	0.23
	Management Assistant for school operation	185	1.40
	Support of special education	222	1.68
	All day teacher for kindergarten	1,071	8.11
	Employment Status	Unlimited Contract	9,734
1 year Contract		2,789	21.13
Intra-Annual Contract		528	4.00
No response		150	1.14
Level of	Below middle school	115	0.87

Items		N	%
Education	high school diploma	2,974	22.53
	College diploma	4,110	31.13
	Over university diploma	6,002	45.47
Sum		13,201	100.0

After the interview, detailed schedule is following below in order to know other things such as a legal definition of temporary workers in school, management system, composition and management, recruiting system, evaluation system and payment system in each country like Holland, Germany, and Sweden(see <table. 4>). In order to get the validity, at first, every material proceeded with encoding system. Then, every process was encoded with methodical system to draw a conclusion. Second, the process to recheck the information of interview, topic and contents was done with avoiding subjective interpretation to get the reliability.

Table 4: Interview Object and Schedule

Date	Interview Object	Place	Time
2013.08.05	Amsterdam superintendent of education & related employee	Amsterdam Education Office	13:30 ~ 14:30
2013.08.05	Amsterdam principal & related employee	Amsterdam School(A)	15:00 ~ 16:30
2013.08.07	Amsterdam principal & related employee	Amsterdam School(B)	10:00 ~ 12:00
2013.08.09	Hamburg superintendent of education & related employee	Hamburg Education Office	13:00 ~ 15:00
2013.08.09	Hamburg principal & related employee	Hamburg School(A)	10:00 ~ 12:00
2013.08.10	Hamburg principal & related employee	Hamburg School(B)	13:00 ~ 14:30
2013.08.10	Hamburg principal & related employee	Hamburg School(C)	15:30 ~ 17:00
2013.08.12	Stockholm superintendent of education & related employee	Stockholm Education Office	13:00 ~ 14:30
2013.08.12	Stockholm principal & related employee	Stockholm School(A)	14:00 ~ 15:40
2013.08.13	Stockholm principal & related employee	Stockholm School(B)	14:00 ~ 15:30
2013.08.13	Stockholm principal & related employee	Stockholm School(C)	16:00 ~ 17:30

4. Findings

4.1. The Main Issue of a Problem on School Temporary Workers' Operation Management Method in Korea

The result of the way to manage temporary workers in school in Korea has been indicated in <Table. 5>. First, those in Korea have excessive detailed types of occupation. Although the principle has the right to adjust the departments on his own way for them to conduct other work, which is conventionally conducted only in recruiting (Son, 2012; Sung et al., 2012). The limitation causes difficulties of structure for individuals to develop themselves. Second, the human and payment system for them is not set. So, another task to manage this labor force is added in schools. One of reasons for that is because the effectiveness to use this labor force is not working well for vacancy of rotation duty (Oh & Jeong, 2009).

In addition, the main issue that they recognize is salary and extra pay. Now their pay depends on their working day and time but the pay system for their career is not equipped well. As a result, the first task for them is to implement payroll system. Third, the management department for them is not clear. Mainly, it is not clear who the supervisor is whether the vice-principle or chief of administration. For example, a nutrition teacher follows the direction from the vice-principle but a temporary nutritionist does so from the chief of administration. Fourth, the relation of duty from each worker in school is not clear. Most of the temporary workers in school don't have clear their divided duty system with their specialty.

In addition, most tasks are done with the title, business assistant. Fifth, the management system for temporary workers in school is not equipped well. Namely, the system based on the roll allocation from Education Office and school doesn't exist. Although this system is needed now, that is impossible. Sixth, the system for them to develop themselves is not sufficient. The education for them to develop themselves has proceeded in a small size. However, it is urgent to establish this education because the type of job has been wider than before for combined occupational category. Lastly, conventional organization culture is the key point to improve the welfare and stabilize the employment. In particular, it is the big problem that temporary workers are thought to just be assistants, not specialist by teachers. Therefore, it is seen that this organization culture is the main issue for their developed welfare.

Table 5: *The Result on the Main Problem and Issue*

(N=13,201)

	Awareness of Types of Job and Recruiting	F	Sig
Human Resource	Awareness of detailed types of job	11.65	<.000***
	Awareness of open recruiting	22.98	<.000***
	Awareness of the principle for applying to the job	45.55	<.000***
	Awareness of direct contract and recruiting from Education Office	3.85	0.004**
	The System for Human and Payment	F	Sig
	Awareness of the need of rotation duty	3.20	0.01**
	Awareness of the advantages of rotation duty for many experiences	2.59	0.03*
	Awareness of positive points of rotation duty for continuous working experience.	3.20	0.01**
	Awareness of human resource and salary system	10.64	<.0001***
	The Awareness to Develop Welfare	F	Sig
	Awareness of unfair payment and extra money	5.69	0.0001***
	Awareness of the level of payment with workers' capability.	131.34	<.0001***
	Awareness of the level of payment with worker's experience	6.83	<.0001***
Personnel Operation	Working place and immediate superior	F	Sig
	Awareness of the need for proper working places	755.24	<.0001***
	Awareness of the need for proper immediate superiors	555.22	<.0001***
	Foundation of The Department for Education and Administration	F	Sig
	Awareness of the need to found the department for education and administration	3.91	0.003**
	Awareness to take the task for education and administration in administration office	2.94	0.03*
	Awareness of the need of clear department	6.41	<.0001***

	for management		
	The System for Human Resource	F	Sig
	Awareness of the system for human resource among education office, office of education and schools	755.24	<.0001***
	Awareness of the role to manage the human resource between education office and schools	555.22	<.0001***
Career Development and Organization Culture	Awareness of Career Development	F	Sig
	Awareness of the need to develop career in job of responsibility	2.59	0.03*
	Awareness on whether the way of learning is proper	0.23	0.92
	Awareness of the level of contribution for the task	1.77	0.13
	Awareness of the level of contribution for schools after learning	1.48	0.20
	Awareness of organization culture	F	Sig
	Awareness of dissatisfaction for organization culture	76.37	<.0001***
	Awareness of organization culture not to acknowledge professionalism	68.60	<.0001***
	Awareness of organization culture to value in an improper way.	12.19	<.0001***

* $p < 0.05$, ** $p < 0.01$, *** $p < 0.001$

4.2. School Temporary Workers' Operation Management System on Holland, Germany and Sweden

The result of the specialties such as a legal definition of temporary workers in school, management system, composition and management, recruiting system, evaluation system and payment system in each country like Holland, Germany, and Sweden is shown in <Table. 6>. Holland defines regular and temporary workers according to the law of recruiting. Management system has its root in schools conventionally. The main issue in Holland is like Korea: payment and working time. The system of payment between regular and temporary workers has a

principle for the same working time and level of salary except for extra money for overtime.

Each school has different system in management. In addition, there are no other workers for administration except for psychology counselor, facility janitor and cooker. What we can see is that there is no need to recruit these workers like assistants for teachers. The principle is the most important person to manage this system in the situation, which does not clear system (Amsterdam superintendent of education).

The standard of judgment between regular and temporary workers is how they have continued their working. Namely, they are in the system of public official and that is different from the social security system like pension. What is particular is that recruiting workers as temporary is prohibited in law.

17,000 Teachers are regulars. 10% of them are temporary workers. To recruit them is prohibited in law and it is recognized to secure them for substitute after. Following the law for short-term workers, they should be changed into regulars 2 years after working. Based on UN law, the schools for special education are prohibited from 2010. It is unfair for schools not to get the children with low intellectual capabilities or other handicap because they have the right to go to school. UN law was made by citizen. Moreover, UN also proposed a united law, and Hamburg, Germany started to implement it at first. The level of salary for temporary workers is same as regular workers and employment is also possible in a view of concept, project. Before 2006, Education Office managed the whole process for management of human resource and since 2006; schools have done so (Hamburg superintendent of education).

Management system is used by a province to make a plan for policy and manage the labor force, based on the culture sovereignty. Namely, the province has the right to manage the independent system for education.

The advantage of this system is to make a plan for policy independently out of centralized authoritarian rule and to reduce the risk. The disadvantage is that cross browsing related in a cultural sovereignty can be bought up. For example, it is hard for them to adapt themselves to this education system if they moved to another province although the law gives them a right to move anywhere. This leads to another problem whether they have the right to take the college entrance exam. Now six of sixteen provinces in Germany take this exam (Abitur). Other colleges

have the entering system for students' previous school records (Hamburg Education Policy Director).

Management and composition can be seen in a social worker, cooker, and facility janitor.

The social worker is needed for the continuous working experience and a system to send them to schools from Ministry of Labor if it need. The cooker is managed by external enterprises, not schools. Also, students pay for meals in school. A janitor is managed by a city. There is a public enterprise to run the property of city. Namely, an architecture or janitor has the united system from Education Offices. Their main agent for group negotiation is different (Hamburg related employee of Education).

The basic law for temporary and regular workers in Sweden is specified in Employment Insurance Law, but the main content is decided by negotiation between labor and management. The operating system is equipped, based on schools traditionally.

The principle takes the responsibility to manage school. However, study achievement has been falling since 1995. One of the reasons is excessive education autonomy. The authority, which is dispersed, has been centered as a conservative government came to power. After then, a lot of constraining conditions like a new law in school have appeared for the principle to know. The study achievement in Sweden is lower than Finland although they are the similar education system. Because of this problem, reorganization of system has been suggested for the government to control the education system and evaluation (Stockholm superintendent of education).

In composition and management, there are no administrative workers except for a social worker, school nurse, psychology counselor, and assistant staff for uncommon children, school secretary etc.

This labor force develops their cooperation skill with their teachers before the school age. The processes are different from each school. Although there is a dispute whether administrative workers like an assistant for teacher are needed, the division of works isn't clear. The evaluation isn't done and the statistics how many this workers Education Offices recruits doesn't exist (Stockholm principal).

The recruiting system process in school independently and the principle make a final decision. The manual for it doesn't exist and the most important endorser is the principle, based

on responsibility management in school.

The main issue in negotiation between labor union is pay and working time. However the one between union for teachers and temporary workers doesn't be negotiated well. The temporary workers in school suggest their opinion through department of their job because they join in service union (Stockholm related employee of education).

In the system of pay, there is no difference between temporary and regular workers. Namely, it observes the rule that wages equal the amount of labor. The level of highest price for teachers is not limited, but the one of lowest price for teacher is set by agreement.

This feature shows that starting salary is not low, but the rate of rise is weak. In the past, the system of salary is payroll but the government removed it 20 years ago because the task of government is decentralized in 1991. Sweden doesn't have retirement age. Because of that, a private school shut down for financial crisis a few days ago (Stockholm principal).

4.3. Finding a Way to Make an Efficient Operation Management System on School Temporary Workers

The result on the efficient management way for temporary workers to develop their career is shown in the <Table. 7> For efficient operation, related institutes such as Education Office, Office of Education, and school should cooperate with each other. It is needed to consider regional characters for set of efficient labor force and to establish a method for them with considering present tasks, the number of people and future. According to management system of other countries, the system should be composed with a premise that the superintendent of education recruits temporary workers in school directly. He should manage the whole personnel from over 50 types of job, employ them through public recruiting, and arrange them in each institute including school. Education office also should operate overall tasks like personnel, pay and welfare. Local Ministry of Education should establish responsible departments and manage them. Schools should operate the management of service and give a report to a superior office if there is a vacancy in it.

Education office should play a role to manage the whole personnel system like pay. As it operates recruiting and management of temporary workers in school, it can lead many things like stable employment, human resource, efficient management of labor force, reduced tasks and etc.

Responsible department for them should be founded and managed. That is needed for efficient management of them. As a result, the system for tasks on helping temporary workers should be established, providing additional workers.

Office of Education should play a role to manage recruiting. This institute does many tasks like management of the number of temporary workers in school, statistics of them, various materials related in them etc. Also, the tasks can include commendation of them, materials for their education, pension for them, insurance for them etc. School should play a role to manage the range of responsible tasks between temporary workers and administrative officers, to arrange workers, and to develop organization culture. It also considers uniting and dividing tasks for their reduced work. Most of all, the development of organization culture and their welfare should be done at first.

Table 6: Finding a Way to Make an Efficient Operation Management System

Section	Main Education Office	Office of Education	School
Operating system	O	O	O
	<ul style="list-style-type: none"> • Particulars to establish the overall policy 	<ul style="list-style-type: none"> • To establish the detailed plan on working day, pay and etc. 	<ul style="list-style-type: none"> • Particulars to manage the temporary workers in school
	<ul style="list-style-type: none"> • Particulars to change types of job and combine it 		<ul style="list-style-type: none"> • Particulars to evaluate the temporary workers in school
	<ul style="list-style-type: none"> • Particulars to change into untemporay worker 		
Composition and Management	O	O	O
	<ul style="list-style-type: none"> • Particulars to manage the whole employees 	<ul style="list-style-type: none"> • Particulars on guidance 	<ul style="list-style-type: none"> • Particulars to divide the tasks of temporary workers in school
	<ul style="list-style-type: none"> • Particulars on transference 		<ul style="list-style-type: none"> • Particulars to permit temporary workers to get the second job. • Particulars to issue a certificate and identification
Recruiting System	O	X	X
	<ul style="list-style-type: none"> • Particulars to set 	-	-

	up and manage a personnel committee		
	• Particulars on recruiting and retirement		
	O	O	O
Evaluation system	• To set an evaluation system	• Particulars on training for education	• Particulars on evaluation of temporary workers in school
		• Particulars on commendation and difficulties treatment	
		• Particulars on disciplinary action	
	O	X	X
Labor union	• Particulars on group negotiation	-	-
	O	O	X
Pay system	• Particulars on total personnel expenses of temporary workers in school	• Particulars on budget formation of temporary workers in school	-

※Reference: ○: Function necessary / X: Function not necessary

5. Discussion and Suggestion

With Discussion and Implication on items of the star model, this study indicates following below after analyzing the result of efficient management of temporary workers in school. Aspect of Strategy, an organization culture should be improved at first. It is very important for not only external structure but also insiders in school to change their minds for that. Through this, the financial burden, which is the main issue now, can be reduced. Namely, the organization culture should recognize the school workers as experts, not just assistants. And responsible department for them should cooperate with other institutes. The efforts from schools are limited, so Education Offices, the main institute, should participate actively. If this institute should make a big system and cooperate with municipal ministry of educations for efficient management, it has more possibility to achieve the goal.

Second, with respect to structure, the clear point of responsible departments is needed through the simple system of types of works to manage the labor force efficiently. As this study indicates,

the temporary workers in school can't divide their works with other teachers or a public officer, which leads unclear divisions of works. Therefore, it is needed to make a system to integrate and manage the labor force in school, making ordinary and continuous types of work simple. To make the confusion from this work least, trainings for each types of work can develop their abilities. For clear division of work, besides, it is needed to delegate some of administrative works to its office and the main tasks on reducing their work to temporary workers in school to be checked by the vice-principle. That is to set a manager and prevent the confusion for workers to do their own task.

Third, put focus on people. This study shows the career development and training. The training program is needed for the temporary workers in school to set their career route and get the related education with adopting a new model. Most of all, for the sustainability of education, training for temporary workers is strongly needed. It is also necessary to help them reduce tasks than before and develop their career for their specialty.

Fourth, the improvement of the system to recruit and manage labor force is needed. Now, the system to check human resource of temporary workers in school by Education Offices doesn't exist (Kang & Lee, 2007; Sung et al., 2012). The new system to specify and guide a way of recruiting each staff in school should be established. And the integrated system should be founded to manage the whole of them with combining different system from each school. According to this study, the rate of response that rotation duty is necessary is higher than the one that rotation is not needed. Therefore, it is needed to develop their career and ability with rotation duty, preventing the depression for them to work at the same place for a long time.

Finally, side of rewards mentioned the improvement of management and salary in order to stabilize the employment and welfare. Now, the temporary workers in school complained about their unstable employment and inferior welfare because the system for them does not exist. With making the standard manual, this consistent system is needed. And the methodical plan for short and long term on salary is needed. That is because the expansion of finance for a short time is limited. The system to understand the situation of their salary for a short time and to adjust it for a long time is needed. The professional worry on how it leads for a long time is also necessary. For example, pay step has been applied to teachers and public officials but it is not an advanced system. Therefore, it is careful to decide whether this system will apply to new workers, who are changed into no temporary workers. Based on the basic materials, it is expected for temporary workers to create a new model for management of human resource and

to contribute to the students' activity of education related in the policy to reduce their tasks.

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