

公務人員保障暨培訓委員會專案委託研究

各國公務人員終身學習制度編譯

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中文摘要

為瞭解我國公務人員終身學習制度的未來發展與可行建議，本研究以次級資料分析法，分析「美國、加拿大、澳大利亞、新加坡」等國家公務人員終身學習制度，範圍廣及各國公務人員終身學習制度相關法規、權責機關分工、跨部門合作情況、終身學習與公務生涯規劃、學習成效與職務升遷機會。

在瞭解各國推動公務人員終身學習實施成效後，據以為我國規劃未來公務人員終身學習政策提出建議。建議內容包括2點政策方向建議、3點制度設計建議，以及2點立即可行建議。希望對如何運用終身學習政策為國家培養適任公務人力，以及拓展公務人員生涯發展，有所幫助。

關鍵詞：終身學習、公務資歷架構、生涯發展、學習訓練

Abstract

To enhance our understanding of future development and feasible suggestions for the civil service lifelong learning system in Taiwan, this research applies the method of secondary data analysis to explore practical experience from United States, Canada, Australia, and Singapore. The research scope includes the related regulations, division of responsibility, status of cross-sector collaboration, relation between lifelong learning and career planning, relation between learning efficacy and career promotion.

After concluding the experience and result from various countries' lifelong learning system, this research proposes several suggestions for the development and planning of Taiwan civil service lifelong learning policy. The content covers 2 suggestions for future policy direction, 3 suggestions for institution design, and 2 suggestions for immediate action and reform. Base on the analysis of foreign experience, those suggestions are expected to bring implications and substantive assistance for the development of lifelong learning policy. Sequentially, it may also helpful to incubate public human resource, and to broaden career development for civil service.

Keywords: lifelong learning (continuous learning), public service qualifications framework (PSQF), career development, learning and training

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第一章 緒論

第一節 研究動機與目的

在 20 世紀末，臺灣社會由下而上地發動一股「終身學習」運動，在前任台大數學系教授黃武雄博士等人的推動之下，1998 年起社區大學開始在臺灣許多角落發芽生根，截至 2013 年的今天，全臺已經有 83 所社區大學¹（未包括分校數量），提供全體國人在空中大學、社會大學之外，另外一種終身學習的管道，便是廣泛的終身學習發展事證之一。實際上，許多公務機關同仁也都有運用公餘時間到社區大學進修學習的經驗，無論是興趣或嗜好的培養學習，還是公務相關的知識陶冶。在這股終身學習的趨勢之下，民間社會的知識動能與日遽增、發展迅速。其中若干終身學習管道所強調的社團課程，更對培養民間社會的公共事務對話能力有著長遠的貢獻。

前述舉例凸顯一項公務人員訓練發展議題，也就是公務人員終身學習制度、目的與內容的設計問題。在廣義的終身學習概念之下，我國與世界先進國家同驅，不同程度地針對公務人員終身學習制度陸續做出相關立法或行政措施，旨在鼓勵公務人員投入終身學習。因為相對於民間社會持續進步的同時，政府機關同仁作為公共服務的代理者，也必須要能引領風潮、高瞻遠矚。這一切除有賴整體政府人力資源的提升，全體公務人員除堅守崗位、依法行政之外，更要重視潛能開發、專業發展等培訓學習議題；否則不僅容易在工作上遭遇挫折，更可能因此丟失民眾的信任與仰賴。

具體而言，依據中華民國〈憲法增修條文〉第 6 條第 1 項第 2 款之規定，考試院為國家最高考試機關掌理「公務人員之銓敘、保障、撫卹、退休」等事項。依據〈公務人員保障法〉第 2 條規定，有關「公務人員身分、官職等級、俸給、工作條件、管理措施等有關權益之保障」，適用該法之規定。前開法律所列相關「保障、工作條件、管理措施」之規定，雖未明訂公務人員訓練進修之相關規定，但依據〈公務人員訓練進修法〉第 2 條之規定，有關公務人員訓練進修法制之研擬，事關全國一致之性質者，由公務人員保障暨培訓委員會（以下簡稱保訓會）辦理之。據此，考試院文官制度興革規劃方案第 4 案、「健全培訓體制 強化高階文官」，具體興革建議（二）建立完善培訓體系亦提出，明定年度參加訓練進修時數之規定，而前述規定的具體內容則是「逐年考量提升公務人員訓練時數，並配合多元學習（如網路學習、視訊學習、公餘進修等）之訓練進修方式，以培育優秀人才。」（考試院，2012b：32）。這些都是我國推動公務人員終身學習制度與政策的相關依據及作為，但問題是上述內容如何與終身學習制度有所區隔或是相輔相成，因為從實務角度分析發現，終身學習的接觸人口遠廣於政府機關，但

¹ 2013.6.20 檢索自社團法人社區大學全國促進會網站，詳見網址 <http://www.napcu.org.tw/2012/index.html>。

政府機關的分工卻是訓練發展凌駕終身學習，因此訓練發展所遭遇的問題也顯見於終身學習實務當中。

許多文獻在研究我國訓練改革的政策方向議題時，同時指出我國公務人員訓練進修問題至少包括「突破形式訓練、加強主管人員訓練、重視職務歷練培訓、訓練進修與升遷考核連結不足、訓練績效評估與維持、訓練進修經費易受排擠」（姜占魁，1980：276；許南雄，1999；黃朝盟，1999；蔡祈賢，2000；江明修，2001；張瑞濱、賀力行，2003：99-100；黃英忠等，2004；陳敦源、吳祉芸、許耿銘，2010；黃佳純、謝慧賢，2011；林文燦，2011；陳姿伶、蔣憲國、劉伊霖，2012）。然而前述問題似乎也都反映在公務人員終身學習制度的推動經驗中，例如無法掌握公務人員登錄「終身學習時數²」的相關課程或活動實施方式與內容，中高階主管平均學習時數較低，無法斷定各類學習與業務關係的整合程度，無法編列實質誘因鼓勵所屬投入終身學習（除現有訓練進修相關規定之外），終身學習紀錄與升遷考核無從連結。雖然〈行政院及所屬機關學校推動公務人員終身學習實施要點〉第1點規定指出，該要點係「為建構核心能力導向之學習機制，並營造豐富、多元學習環境，且符合〈公務人員訓練進修法〉第17條，廣納公務人員終身學習機會」而訂定，但分析該要點內容實有鼓勵大於引導的特性，同時賦予「學習機關（構）」³相當大的終身學習時數登錄判斷權，卻沒有國外所推行的「國家資歷標準⁴」作為判準依據；此外，是要點第4點規定「參加學習時數之多寡，並作為公務人員年終考績及升遷之評分參據」，若果確實執行恐怕更容易因考績升遷爭議而衍生爭議。

換言之，探討我國公務人員終身學習制度的發展議題，便不可避免地面對機關間人力需求、發展目標、訓練資源、成效評估與獎勵評估的議題，如何在現有

² 〈行政院及所屬機關學校推動公務人員終身學習實施要點〉早於2001年5月16日函頒（詳見行政院臺九十人政考字第200264號函），至今（2012/3/5）已歷經3次修正。

³ 〈行政院及所屬機關學校推動公務人員終身學習實施要點〉第3點所規範的學習機關（構），與國外所謂「已登記的學習服務提供組織」（registered learning/training provider/organizations; RLP, RTOs）相仿，在澳洲可於「澳洲政府訓練網」（TGA）查詢到相關組織資料，網址為www.training.gov.au；在英國可於「英國學習服務組織註冊網站」（The UK Register of Learning Providers, UKRLP）查詢到相關組織資料及個人學習記錄，網址為www.learningrecordsservice.org.uk；在美國，所謂的合格訓練服務提供組織眾多，由各行各業的專業組織協會為基礎，但州政府層級仍可發現明確的規範事宜，例如「德州人力委員會」（Texas Workforce Commission），依據1998年聯邦政府所通過的〈人力投資法〉（The Workforce Investment Act, WIA），要求訓練服務提供組織必須向「地方人力發展委員會」（Local Workforce Development Board）提出「訓練服務提供者保證聲明書」（Provider Assurance Statement），經相關專業委員會認證及德州人力委員會同意後，不僅有資格可以獲取WIA基金開展訓練學習方案，更可被列入「全州訓練服務提供組織」（Statewide List of Certified Training Providers），使用者可再線上查詢到該組織資料（2013.6.20 檢索自 <http://twc.state.tx.us/boards/wia/tpcs/etpc.html>）；此外，甚至連用人考試、評估、面談、升遷等事務，都可由人事管理局所屬、全美分五區服務的「全國測驗服務中心」（Nationwide Testing, NWT; <http://www.opm.gov/services-for-agencies/nationwide-testing/>）取得服務協助。

⁴ 在OECD的報告中指出，世界各國普遍重視並推動「資歷標準（或架構）」，其共同感受到不得不為的壓力，分別是：經濟發展壓力、國際競爭壓力、人口變遷壓力、社會文化壓力、來自學習者的壓力、技術變遷的壓力、需求引導的壓力（demand-led pressures）（OECD, 2007:38-41）。



終身學習法制基礎及其執行成效的引導下，參考國外終身學習制度的推行經驗，構思逐步提昇我國公務人員終身學習平均時數，縮小各地機關各類公職訓練時數的標準差，運用多元學習管道、整合民間終身學習資源，應是當前公務人員終身學習及訓練發展資源及相關規畫的研討重點，藉此得為國家培養適任公務人力，同時也讓公務人員得以開拓個人公職生涯發展機會。

第二節 研究範圍與設計

壹、研究範圍與重點

「保訓會」為研訂公務人員年度參加訓練進修時數，除召開多次會內會議研商外，亦於公務人員訓練進修協調會報中提案討論，並蒐集各主管機關所屬公務人員接受終身學習情形（詳見附錄 1）。考量目前各國終身學習相關制度及規定資料闕如，加上保訓會過去曾進行之相關委託研究案亦已歷時久遠，亟需網羅各方資料及研究成果。因此，編譯國外終身學習制度，其實是冀望為保訓會研訂公務人員終身學習政策及相關規定提出務實可行之政策建議。從 OECD 的統計資料中可以發現，OECD 國家對於終身學習的重視，甚至認為終身學習與整體國家人力資源發展與就業狀況有著密切關係。匈牙利彙整 OECD 國家會員國 2007 年的就業率與成人教育與訓練參與率，進行不同年齡組別的比較後，曾經在 2012 年將比較結果命名為「終身學習與就業率」（詳見表 1）。是表說明著各國對於終身學習抱持廣義的實務概念，舉凡接受教育或參與訓練都屬之。因此本研究在探討各國公務人員終身學習制度過程，自然缺乏直接資料說明各國公務人員終身學習制度的發展現況，也不易獲得直接資料進行比較。在缺乏比較基礎的前提之下，又面臨眾多國家重視終身學習制度的事實，因此在選擇研究對象、縮小研究範圍之際，便依據委託服務需求書內容所提示之研究重點，著手編譯「美國、加拿大、澳大利亞、新加坡」等世界先進國家公務人員終身學習制度，實為本案之委託研究重點，具體內容則條列如下：

- (一) 各國公務人員終身學習制度相關法規。
- (二) 各國公務人員終身學習主管機關及辦理單位。
- (三) 各國公務人員終身學習、生涯規劃與職務升遷之關係。
- (四) 各國機關和學校或企業界合作建立公務人員終身學習制度作法。
- (五) 各國公務人員終身學習實施成效。
- (六) 我國規劃公務人員終身學習政策之建議。

表 1：OECD 國家終身學習率與就業率之比較

Country	25~54		55~64	
	Employment rate		Participation in adult education and training ²	
AUS	79.97	56.61	41.43	25.46
AUT	84.03	38.63	46.12	25.40
BEL	80.46	34.51	46.71	23.46
CAN	82.31	57.51	46.28	27.57
CZE	83.84	47.60	43.43	21.72
DNK	86.08	60.70	50.51	28.56
EST	84.55	59.53	45.96	27.47
FIN	82.50	54.52	60.81	37.81
FRA	81.18	38.09	39.73	16.22
DEU	80.27	51.29	49.93	28.20
GRC	75.55	42.45	16.95	5.12
HUN	74.20	33.56	11.42	2.49
ITA	73.26	32.48	25.45	11.84
KOR	74.04	60.62	30.70	23.94
NLD	85.76	51.72	49.17	28.75
NZL	81.80	70.18	69.68	58.57
NOR	85.79	69.00	58.56	41.21
POL	71.76	28.05	25.40	6.78
PRT	80.97	50.88	30.75	10.87
SVK	78.01	35.66	49.25	23.84
SVN	85.35	33.46	45.62	22.17
ESP	76.83	44.59	34.05	17.02
SWE	83.90	69.58	77.81	60.65
CHE	86.07	67.15	60.60	45.32
GBR	81.19	57.35	52.91	37.02
USA	79.34	60.83	51.07	40.48

1. 2008 for Belgium, Canada, Czech Republic and Netherlands; 2006 for Denmark, Finland, France, Hungary, Italy, New Zealand, Poland and United Kingdom; 2005 for Sweden and United States.

2. Participation in formal and/or non-formal education in per cent of population in same age group.

Original Source: OECD (2011), Labour Force Statistics (database), December and OECD (2010), Education at a Glance 2010.

資料來源：2013.6.10 檢索自

<http://www.oecd.org/eco/surveys/economicsurveyofhungary2012.htm>

貳、研究方法與設計

為針對委託研究重點建立整合性回應觀點而非片段資料累積，本研究首先針對終身學習相關理論內涵進行二手文獻檢閱，但由於終身學習屬於廣泛概念，並非政府部門所獨有，加上政府相關權責機關也同時肩負推動終身學習環境的政策責任，以致難以區分理論與實務之間的關聯。因此，本文運用次級資料分析成果，以歸納法（induction）為公務人員終身學習制度建立分析架構，據此作為各國資料蒐集、各國實務措施分析的基礎架構，同時在過程中為公務人員終身學習制度



的建立，提出整體性論述，內容將含括「組織為中心或個人為中心」的制度設計概念，相關法規規範層次與範圍的討論，終身學習主管機關及辦理單位進行跨域整合的必要性，公務人員終身學習、生涯規劃與職務升遷之制度安排，公務人員終身學習實施成效評估的價值取向。但除此之外，本研究也針對「目標管理 (Management by Objective, MBO)、標竿學習 (Benchmarking)」進行基礎文獻檢閱與分析，用以檢驗各國資料的分析價值，前者針對我國公務人員終身學習體制及其沿革進行分析，後者用於分析各國推動公務人員終身學習制度可茲借鏡之處。整體而言，本研究採取「次級資料分析法」、「歸納法」，由終身學習理論與發展沿革出發，歸納適用於公務人員終身學習制度論述的主張，據此再結合目標管理原則，分析我國現階段公務人員終身學習制度宜予改善的重點；其次結合標竿學習原則，判斷各國有哪些傑出的公務人員終身學習制度措施可供參考。最後，整合前述文獻分析成果，為我國規劃公務人員終身學習政策提出建議。具體的研究方法與設計，詳見圖 1。

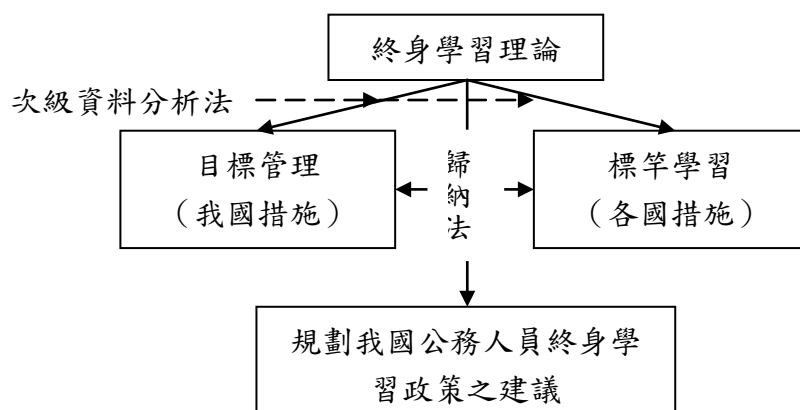


圖 1：研究方法與研究設計之應用圖示

資料來源：作者自彙。



第二章 相關理論與實務分析

終身學習不但是時代潮流，更是促進國家競爭力的指標之一。彼得·杜拉克（Peter F. Drucker）曾指出，從競爭力的角度來看，未來競爭力的高低，將取決於受教育人力資源的數量、品質與產出。而人力資源的發展，涉及學習和活動，可以促成組織需要的變遷，其目的在於有系統地安排組織內的學習活動，以求績效的提昇和個人的成長，並且達到工作的改進，完成個人及組織的目標，因此，公務體系必須注重人力資源的發展，以利整體發展（蕭武桐，2001）。此外，從學習階梯⁵（the learning ladder）的論述，亦可發現在個人生涯發展或生命歷程中，學習需求層次是持續變動的，況且從組織發展的角度來看，更是需要組織成員不斷地自我學習，變成學習型組織不容分割的一份子。

公務人員係國家政策之擘劃執行者，在政策推動過程中，不僅應率先倡導、積極參與，加上〈公務人員服務守則〉第6點規定提及，公務人員應踐行終身學習，時時追求專業新知，激發創意，以強化創新、應變及前瞻思維能力。是以，公務人員自應追求自我學習，成為政府中富有熱誠與開創能力的一員，進而提高政府服務效能，增進國家競爭力。況且隨著時代的演進，科技進步、資訊爆增、教育普及，無國界的文化交流，公務人員必須不斷地進修，時時汲取新知，才能為民眾提供最優質的服務。據此，終身學習對公務人員而言，不僅是權利，也是義務，理應樹立終身學習的制度與典範，努力提高自身素質和能力。為進一步說明本案之文獻分析成果，於下分由公務人員終身學習、目標管理相關理論分析成果、公務人員終身學習制度相關文獻分析提出說明。

第一節 終身學習發展背景與理論分析

所有的學習其實都涉及外部互動過程，以及關乎學習事務的闡述和獲取之內部心理過程，前者所述的外部過程則是指學習者與其自身所處的社會、文化、物質環境間互動。但研究指出許多學習理論僅能處理前述兩個過程之一，鮮少進行兩者之整合研究，例如傳統行為學者與認知學習理論多數僅強調內部心理過程，當代社會學習理論多數偏重外部互動過程（Illeris, 2009: 8-9）。

壹、終身學習的發展背景

對於終身學習概念的發展與背景，國內研究已有系統性的整理（吳明烈、李藹慈、賴弘基，2010；何青蓉，2011a、2011b）。研究指出終身學習並非一個新的概念，自二次大戰以降，它已廣被世界各國所接受，並且成為教育政策的目標。譬如：在1972年聯合國教育科學文化組織（UNESCO）出版的法爾報告書（Faure

⁵ 研究指出個人的學習歷程，從接觸基礎的「資料、資訊」（data, information），持續向上延伸至「知識、理解、洞見、智慧」（knowledge, understanding, insight, wisdom）（Longworth, 2003: xiii）。

Report)，就以協助個人完全的實現（complete fulfillment of man）為主題，視終身教育為未來教育改革達成學習社會的主要策略（Faure, et al., 1972；Longworth, 2003: 7, 9；Jakobi, 2009: 69；何青蓉, 2011b）。相關風潮早於美國 1976 年訂頒終身學習法案（Lifelong Learning Act），歐洲將 1996 年訂為歐洲終身學習年（The European Year of Lifelong Learning）（Nicoll, 2006: 8）。在 Longworth（2003: 4-6）的研究中更明確指出，基於「全球人口結構基礎的改變、電視媒體傳播發展的影響、自然環境變化的迫切性、科學技術蓬勃發展、網際網路引發的資訊知識爆炸、維持高就業率需要具有創新性的產業與人力、個體化快速成長與西方宗教家庭信仰價值崩解」等因素，包括政府在內的各類組織，無不面臨推動終身學習的迫切需要。OECD（2007: 38）的報告則歸納各會員國經驗指出，發展終身學習的理由至少含括改善經濟績效、改善公民精神、擴大社群參與、改善教育服務、提升創新回應程度。換言之，可歸納為經濟、社會、個人層面的推動理由。

依據Knapper和Cropley（1985: 21-24）的綜合分析，終身學習之所以受到重視乃受以下因素的影響：（1）現代生活的變遷；（2）工作需求的變遷；（3）社會文化的變遷；（4）特殊群體的需求；（5）職業的分化。1996 年在英國愛丁堡揭幕的歐洲終身學習年會議當中，Cresson（1996）代表歐盟（European Union）教育與研究委員會發表的《教與學：朝向學習社會白皮書》（Teaching and Learning: Towards a Learning Society）更強調我們的社會正經歷三種變動：技術革命、貿易的全球化，以及資訊的社會。所有這些變遷創造了每個人對於知識、技能新的要求。前述變動同時彰顯人力資源的角色功能產生轉變，人力資源被視為組織的靈魂，是資產（assets），而非成本（costs），透過培訓、重訓、再重訓，才能應付日新月異的挑戰與需求（林海清，1999：8）。嗣後，甚至在 2003 年 9 月 17 至 19 日期間，曾於英國愛丁堡所舉辦的第 4 屆歐洲學習城市與區域嘉年華會（the 4th European Festival of the Learning City and Region）中，成立所謂「終身學習全球倡議」（the World Initiative on Lifelong Learning, WILL）組織，作為鼓勵或協助各國推行終身學習的組織（Longworth, 2003: 180）。

就歷史的發展而言，依據Rubenson（1997）分析指出，歷來有二種終身學習的理念。第一代終身學習觀念始於 1972 年聯合國教科文組織出版的法爾報告書（Faure report），其所植基的是一種人本主義的傳統，期待透過個人調整並控制其改變，而達到較佳的社會與生活品質；經由自我評估、自我覺察與自我導向學習，以達到民主、人本主義與個人自我發展的目標。第二代終身學習觀念則被視為解決工業化世界所面臨的經濟與社會問題的方針，其中心議題包括：（1）基礎教育的品質；（2）如何將學校和高等教育與商業更緊密地結合在一起；（3）失業者的教育與訓練；（4）職場的繼續教育與訓練；（5）對於技能的承認（recognition）；以及（6）新的資訊技術（Rubenson, 1997: 5-7）⁶。

⁶ 其實有關終身學習的推動作為，早已廣泛在各類國際組織間擴散而成風潮，在 Jakobi（2009: 66-103）所寫的書，或 Jarvis（2009）所編的書中，便詳細整理 UNESCO、OECD、World Bank、ILO、EU 所為的各類措施。



依據 Cropley 和 Knapper 於 1983 年指出，終身學習應包含四個原則如次：(1) 學習應延續每個個體的一生；(2) 學習應導致個體系統化地追求、更新、提昇或完成其所涉入的知識、技術和態度；(3) 學習應助長且依賴人們漸增的能力和參與學習的動機，而非在大部分時候依賴傳統的學校或類似於學校的機構；(4) 學習應依賴所有可用的教育影響，包括：正規、非正規和非正式教育。可見終身教育係為達成終身學習的手段之一，係為促進終身學習的一組組織的、行政的、方法學上的，以及過程性的措施 (Knapper & Cropley, 1985; Candy & Crebert, 1991)。

聯合國 21 世紀國際教育委員會 (International Commission on Education for the Twenty-first Century) 於 1996 年提出的《書中自有顏如玉》(Learning: The Treasure Within) 一書，強調面對 21 世紀急遽變遷的社會，教育應建立在四大原則之上，分別是：學會與人相處 (learning to live together)、學會追求知識 (learning to know)、學會做事 (learning to do)，以及學會發展 (learning to be) (International Commission on Education for the Twenty-first Century, 1996)。繼上述四大支柱之後，2003 年聯合國教科文組織在其出版的《開發財富：2002-2007 願景與策略》(Nurturing the Treasure: Vision and Strategy 2002-2007) 一書中特別提及在快速變動的社會中，要增加「學會改變」(learning to change) 作為第五原則，以促進個人、組織和社會順應與引導變遷的能力。亦即，個人不僅要學會接受及適應改變，也要展開行動，成為積極改變的主體，並且主動引導改變，以促進人類的發展 (引自吳明烈，2010)。此外，雖然《開發財富》一書旨在探討聯合國思考如何幫助開發中國家 (或其他需要的國家或地區)，能夠透過學習權的普及來改善社經地位不均現象。但細究當時的規劃內容，發現強調能力建立、重視學習網絡建置、跨部門間學習合作，卻早已成為當時重要的策略主張。

貳、終身學習的理論分析

終身學習相關理論與概念涵蓋甚廣，於下僅就終身學習觀念與典範、終身學習內容提出分析，隨後說明本研究的整合觀點與分析架構，作為後續分析我國終身學習推動現況及國外經驗的分析依據。

一、終身學習觀念與典範

(一) 終身學習觀念的轉變

OECD 國家對於終身學習係採取「搖籃至墳墓」(cradle to grave) 概念，但研究指出多數文獻忽略了「義務教育」(compulsory education) 時期的終身學習議題。但 OECD 的觀點卻認為義務教育對後續學習參與有著重大的影響。因此，在 OECD 的報告中指出，「人一生所從事的學習活動，可以改善個人、公民、社會及 (或) 就業相關的知識、技術與能力，其形成由「正規、非正規、非正式」

(formal, non-formal, informal⁷) 活動組成的學習光譜，涵蓋主動公民精神、個人自我實踐、社會包容、各類專門職業的學習事例」(OECD, 2007: 24)。

何青蓉(1998)的研究從「學習社會⁸」著手，但其引述Edwards(1995)的主張，認為依據學習社會的內涵可將其區分為三類，分別是「第一代至第三代的終身學習觀」。於下分述其內涵：

1、第一代的終身學習觀：學習社會是個有教養的社會(educated society)

目的在培養主動的市民、促進自由民主與平等的學習機會。這觀點反映了第一代的終身學習觀，係為1960年代和1970年代的工業化國家都會地區的自由主義教育工作者的主張。重點在如何創造一個「終身學習系統」以縮減而非增加社會中教育的差距。亦即，如何提供學習機會，以教育成人回應變遷的挑戰。

2、第二代的終身學習觀：學習社會是個學習市場(learning markets)

目的在促進個人在經濟上的競爭力、回應經濟的不確定性，以符合個人和雇主因應職場需要而更新技能的要求。這觀點反映了第二代的終身學習觀，作為解決工業化世界所面臨的經濟與社會問題的方針。

3、第三代的終身學習觀：學習社會是種學習網絡(learning networks)

目的在協助學習者從各種資源中發展其自我興趣和認同，形塑一系列重疊的地方性、國家性或全球性的學習網絡。主張透過消費和參與學習作為愉快的活動，取代自由民主社會與經濟競爭社會的規範性目標，且強調個人與團體自願追求其目標。反映了全球化、偶發性、短暫性與異質性等後現代的特性。

終身學習的定位雖然產生自與第二代終身學習觀相同的社會脈絡——為解決工業化世界所面臨的經濟與社會問題。然而，與第二代終身學習觀呼應的「學習社會是個學習市場，目的在促進個人在經濟上的競爭力，以符合個人和雇主更新技能的要求的職場上的需要，以回應經濟的不確定性」的觀點並不完全相同。其差異在於：過去的終身教育(學習)做為邁向學習社會的一種政策(或機制)，並沒有一種普同式藍圖。換言之，終身教育的實務乃因各個國家的地理、歷史、科技發展、社會政治與經濟系統而有不同(何青蓉, 2011b)。誠如在OECD報告中的定義中，簡單明瞭地指出終身學習具有多重面向、多重內容的特色，可說是教育系統及政策對知識社會來臨的一種回應。一般認為，推動終身學習的最大

⁷ 所謂正規教育係指教育機構、成人訓練中心(adult training centre)或職場所提供的課程指導，通常通過正規教育學習要求者，會獲頒(或被認可)證書或資歷證明；非正規教育指參與的課程或學習計畫，但學習結束不會獲頒(或被認可)證書，但仍可能由學習機構所提供，通常取決於參與者有意願的參與；所謂非正式學習通常與日常工作、家庭生活、休閒活動有關，不具組織化、結構化特性(換言之，不會有明確的學習目標、時間限制或學習支援)，通常參與者不會意識到其參與學習的狀態，更不會獲頒證書(OECD, 2007: 25-26)。

⁸ 文獻回顧指出學習社會係依附終身教育而來的一種理想，前者是目標，後者的推展是一種手段。學習社會是不同國家社會為確保其生存與發展，所構想出來的一種願景，每個國家可能採取不同的策略(何青蓉, 1998)。

阻礙乃是財政及經濟因素，但除此之外，異質的學習需求、市場取向的推動途徑、成本估算不易等特色也是重要的影響因素（OECD, 2004: 14）。

（二）終身學習的典範移轉

有別於哈伯瑪斯（Jürgen Habermas）（1972）將學習類型區分為「技術性學習、實踐性學習與創造性學習」三類（轉引自Streibel, 1991）。相較於20世紀因應個人就業和短程需求而行之的教育和訓練，也就是所謂「工作本位的個人學習」，Longworth（2003）指出「終身本位的新學習典範」，強調教育學習之目的是同時為了提升就業力及生命實踐。另外從學習自主性來比較，也能清楚瞭解新舊學習典範之差異。在20世紀，教育、訓練與學習的內容多由教師單方決定；但新的終身學習典範則強調，學習者應盡可能參與學習需求的決定過程，擁有較高的學習選擇與自主權，從「決策基礎、教師角色、學習管道、支持系統、評估工具、課程內容、學習目的、學習環境」各方面提供關鍵的資訊給服務提供者或組織，而藉由學習者涉入的過程，也能對學習個體或組織本身的心智產生影響與改變，進而促成終身學習體制的穩定發展。於下將Longworth（2003: 117）所歸納的21世紀終身學習典範移轉內容呈現如表2。

表2：21世紀終身學習典範的移轉（終身學習的內涵）

個人層面	20世紀的教育和訓練	21世紀的終身學習
1、學習焦點	工作本位：因應就業和短程需求而從事的教育和訓練。	終身本位：教育除了提升就業力之外，同時重視生命實踐。
2、學習自主權	學習需求與內容多由教師單方決定。	學習者參與學習需求之決定過程。
3、決策基礎	教育的決策根植於20世紀大眾教育和訓練典範。	因應學習者年齡、能力和態度之不同，而決定其學習需求和學習型態。
4、教師角色	教師被認為是資訊和知識的籌辦者、唯一的資源散佈者。	教師扮演學習社群中，所有資源和專業知能的管理者。
5、學習管道	教育組織基於組織所長決定提供哪些課程。	學習者的需求影響教育組織提供哪些服務，甚至是地點、時間等。
6、支持系統	被動系統，當遭遇問題時，從現有的教育訓練系統尋求服務。	主動系統，事先評估學習需求，進而以現有的教育訓練系統為基礎，提前發展適當的教育訓練系統。
7、評估工具	不管學習環境為何，通常以「考試」作為評估工具。	「考試」只是評估工具之一，使用目的在於激勵學習者進一步學習。

8、課程內容	以傳遞「知識和訊息」為主。	更強調「理解、技巧和價值思考」等目的。
9、學習目的	工具導向，為了獲得知識。	成長導向，享受學習成長帶來的樂趣。
10、學習環境	以正規教育為例，係根據年齡劃分各自獨立的學習環境。	在分齡教育需求之外，更重視不同年齡層的橫向與縱向學習交流與傳承。
11、涉入層次	停留於「回應性」層次或態度，學習多是為了符合特定組織或個體（例如：父母、長官）所設定的目標或期待。	進入「積極主動」層次（proactive），甚至改變既有的學習慣例與習慣。
12、心智改變	因應當前環境、強調個體當前的學習需求。	兼顧當前與未來的學習需求和環境變化。

說明：第一欄的主題係從各章節中抽譯出，作者原先並沒有標記各主題。部分內容次序研究者做了修正。

資料來源：整理自 Longworth, 2003: 117

有鑑於前述終身學習典範的轉變趨勢，部分研究開始採取整合觀點的論述。Illeris (2009: 9) 在建構學習基本過程時，便採取所謂整合觀點，同時強調「學習內容、學習誘因、學習互動」，前兩者屬於內部學習要素，歸屬個體的學習心理，內容面向重視「知識、理解、技能」等功能的學習需求，誘因面向重視「動機、情緒、意志」等感性的身心平衡需求；第三者屬於外部學習要素，歸屬於環境、強調「行動、溝通、合作」等整合作為（詳見圖2）。

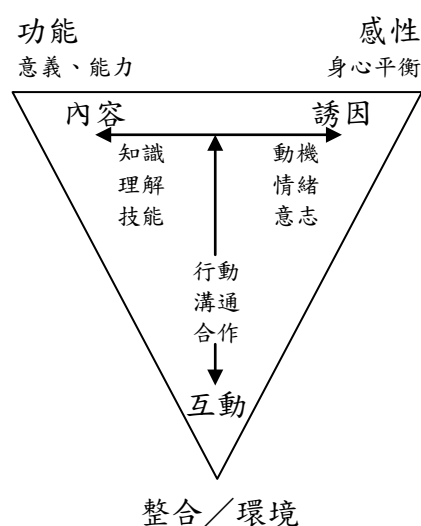


圖2：學習三構面與能力發展架構

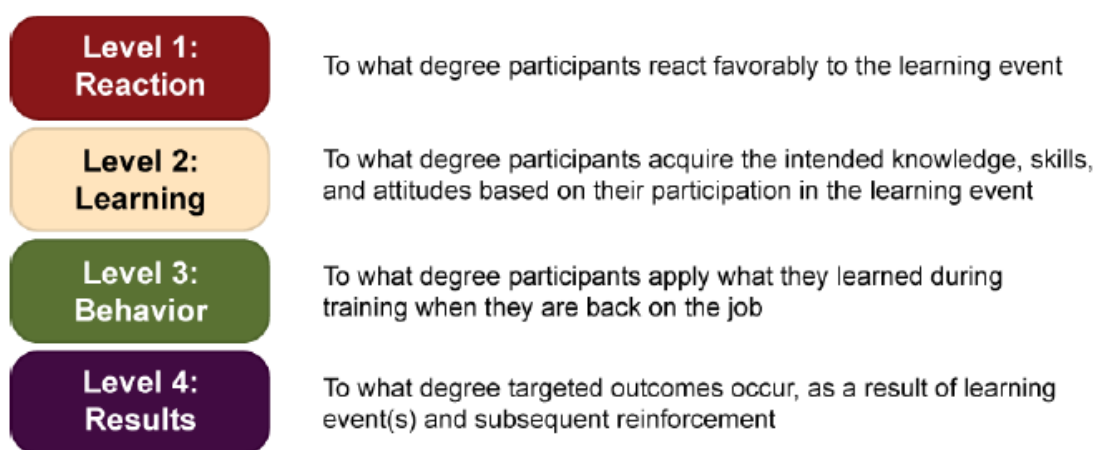
資料來源：Illeris, 2009: 10

二、終身學習的內容分析

承前所述，終身學習內容與主張涵蓋甚廣，本研究為聚焦於公務人員終身學習之探討，爰僅就涉及公部門推動實務較為相關的主題進行分析，內容包括「訓練評鑑、學習指標、學習類別與要素」等論述。

(一) 從「訓練評鑑」論述來看

為釐清影響公務人員投入終身學習行列的動機與障礙，研究者曾運用問卷調查法，獲得 1071 份公務人員回覆的有效問卷，分析後發現公務人員參與終身學習動機取向，以「求知興趣」取向最強；參與終身學習障礙取向，以「機構障礙」取向最強；文末據此由「個人」、「組織」、「學習環境與資源提供者」及「政策」等四個層面提出建議（劉佳慧，2007）。蔡祈賢（2000：77-80）曾論及學習型社會下的公務人力發展的任務，應有提高工作生活素質、增加生產力、提升服務品質、提供公務人員的自我實現與滿足感、激發創造力、強化對變革的應變能力及促進組織發展等七項。為掌握前述公務人力發展的任務的達成程度，必須思考學習的評估模式。對此，相關研究在投入公部門訓練成效評估的研究過程，曾予以廣泛整理。在參考Werner與DeSimone（2009）、Bushnell（1990）的文獻後，表列八種廣為使用的訓練成效評估模式，內容除了Kirkpatrick的訓練評鑑四層次模式⁹（詳見表 3、圖 3）、Brinkerhoff的六階段、Bushnell的IPO模式等模式之外，也述及Galvin的CIPP（context, input, process, product）模式、Hamblin的五層次模式、Phillips的投資報酬率ROI模式等。對照如此多元的訓練成效評估模式，美國訓練發展協會（ASTD）針對曾作過訓練評鑑的美國企業或組織進行調查，發現約 67%使用Kirkpatrick的訓練評鑑四層次模式（蔡錫濤，2000）。此外，美國人事管理局在 2008 年所出版的《最佳實務：教導學習》（Best Practice: Mentoring）一書中，也特別提及Kirkpatrick四階段訓練評鑑模式的受用之處。



⁹ 依據 Kirkpatrick 在 1959 年提出之訓練評鑑四層次模式（詳見表 3）：層次一反應：受訓者對訓練計畫的喜好程度與受益程度；層次二學習：受訓者吸取知識技巧與觀念等的程度；層次三行為：受訓者工作行為的改善；層次四結果：對於單位與組織的具體影響與明顯成效（Kirkpatrick, 1998）。

圖 3：Kirkpatrick 的訓練評鑑四層次模式（原版）

資料來源：轉引自 OPM, 2011: 6

表 3：Kirkpatrick 訓練評鑑四層次模式

層次	評估內容	注意事項	衡量方式
一、反應	<ul style="list-style-type: none"> ➢ 指受訓者對訓練計畫（包括講師、教材、教法、課程、及其他各方面安排）的感受、喜愛程度，亦可視為受訓者對訓練的滿意程度，所以是決定訓練計畫是否成功的重要因素。 ➢ 經由反應評估的過程，可讓受訓者了解訓練是希望並協助他們使工作更為順利，因此需要他們的回饋來了解訓練的有效性。 ➢ 可提供量化資訊讓提供管理人員考量訓練方案的適切性與建立訓練方案的成就標準。 ➢ 通常由受訓練者填寫課後問卷來衡量受訓者對訓練的感覺。 	<ul style="list-style-type: none"> ➢ 設計欲瞭解的目標。 ➢ 可進行前測使資訊更完整。 ➢ 提供多種表達意見的管道。 ➢ 適切溝通受訓者的反應。 	<ul style="list-style-type: none"> ➢ 問卷調查 ➢ 觀察 ➢ 學員訪談 ➢ 座談
二、學習	<ul style="list-style-type: none"> ➢ 指受訓者在知識、技術與能力（KSA）的學習是否達成，此評鑑則必須是客觀與可供衡量的指標。其主要目的與用途在於決定學到哪些知識、發展或改進了哪些技能，以及改變了什麼態度。 	<ul style="list-style-type: none"> ➢ 宜採用控制組與對照組方式做比較。 ➢ 盡量採多元測驗方式，如筆試、口試、實際操作等，測驗訓練前與訓練後的表現差異。 ➢ 對學習評鑑採取適當的行為。 	<ul style="list-style-type: none"> ➢ 測驗/模擬操作 ➢ 課後作業/心得
三、行為	<ul style="list-style-type: none"> ➢ 指受訓者將訓練所學之知識與技巧應用在工作職場上的行為。有關受訓者在工作行為上的改變，即訓練所造成的學習遷移狀況。 ➢ Kirkpatrick 認為並非所有的訓練計畫都與工作任務相關，所以，若以一個與訓練計畫目標不相干的行為衡量，會有誤導評鑑的情況發生。 	<ul style="list-style-type: none"> ➢ 宜採用控制組與對照組方式。 ➢ 須考慮行為改變的時間長短問題。 ➢ 需訪問各方與受訓者工作有關的人員，以瞭解受訓者行為的改變的情況。 ➢ 儘可能重複進行評量。 	<ul style="list-style-type: none"> ➢ 前/後測驗 ➢ 主管訪談 ➢ 績效評核 ➢ 實驗組與對照組
四、成果	<ul style="list-style-type: none"> ➢ 指由於受訓者參與訓練對組織所造成的影響，這包括了產量增加、品質提升、成本降低、銷售量增加、利潤增加，或是投資報酬率增加等。由於每個組織性質不同、工作內容有異，繼以有些成果很難用量化方式衡量，因此在成果評鑑上的困難度高。 	<ul style="list-style-type: none"> ➢ 宜採用控制組與對照組方式做對照。 ➢ 須考慮成果展現的時間長短問題。 ➢ 應重複進行評鑑。 ➢ 需考量此評鑑的成本與效益問題。 	<ul style="list-style-type: none"> ➢ 成本 ➢ 效率 ➢ 品質 ➢ 產出 ➢ 顧客滿意 ➢ 其他效益

資料來源：陳沁怡，2002；邵孟瓊，2002；張文彥，2003；周育均，2008；Mayberry, 2005; OPM, 2011

實際上，廣為運用的 Kirkpatrick 四階段訓練評鑑模式，在 2010 年已依據組織成果的需求略微修改（詳見圖 4）。新版架構在反應層次增加「投入、相關性」

(engagement, relevance), 在學習層次增加「自信、承諾」(confidence, commitment), 在行為層次增加「必要的學習驅動力、工作崗位上訓練」(required drivers, on-the-job learning), 在結果層次增加「領先指標」(leading indicators) 作為監督與調整、追求成果的工具 (OPM, 2011: 124-125)。

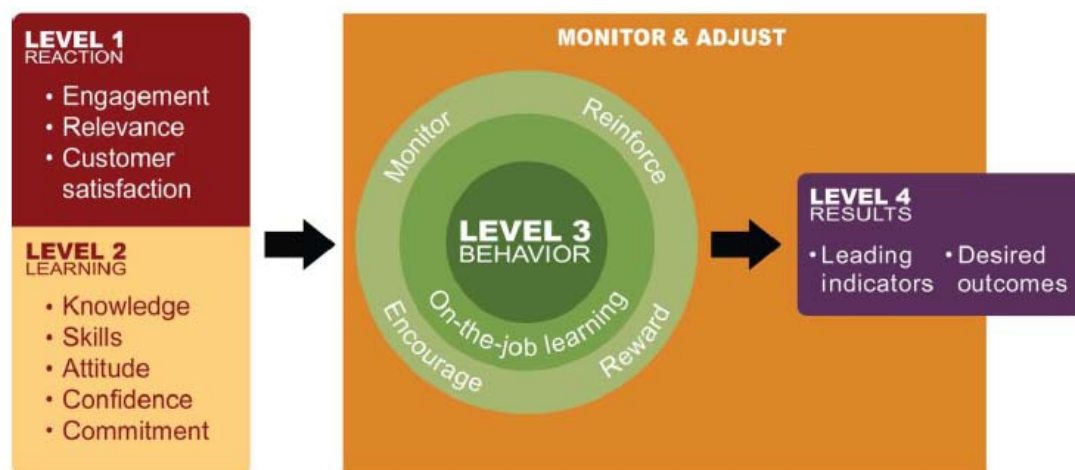


圖 4：新版 Kirkpatrick 四階段訓練評鑑模式

資料來源：轉引自 OPM, 2011: 124

(二) 從「學習指標」論述來看

另以歐盟執委會 (European Commission) 為調查 14 個國家 80 個歐洲都會之學習型城市或區域的進展, 在「邁向歐洲學習社會」中計畫發展了一個「學習型城市檢核工具」(Learning Cities Audit Tool), 該學習型城市指標由 10 大構面組成, 僅以前 5 項指標為例便可發現具體的學習遠景, 包括建構終身學習策略與環境、妥善運用資訊科技、推動跨部門的學習合作、強調全面學習、關懷學習弱勢 (如表 4) (Longworth & Osborne, 2010)。

表 4：「邁向歐洲學習社會」計畫之學習型城市指標

主題	說明
1、學習型城市之承諾	城市或市鎮已經開始實施其成為學習型社區路徑之計畫和策略的程度, 及其迄今已經做的思考。
2、資訊和溝通	終身學習觀點和規劃方式傳達給那些負責實踐他們者和廣大的市民。包含: 新的課程發展、教師訓練、學習中心、媒體之使用、蒐集學習條件資訊等。
3、夥伴關係和資源	鼓勵和促使城市不同部門之連結程度及其有效性。包含: 學校、大專院校、工商企業、專業組織、特殊興趣的團體、地方政府和其他組織。包括物理的、人類的資源分享、知識創發、流動等。

4、領導之發展	終身學習領導者已經發展的程度和如何發展。包含：社區領導課程、計畫管理、城市管理和組織的組合。
5、社會包容	有計畫和策略去包含那些目前受到排斥者，如：心理與生理障礙者、失業者、少數族群、婦女再返校者、有學習障礙者。

資料來源：Longworth & Osborne, 2010；何青蓉，2011b

(三) 從「學習類別與要素」來看

就學習類別而言，Illeris (2009: 12-14) 將其分類為「心智模式 (mental)、累積／機械 (cumulative or mechanical)、同化 (assimilative)、適應／超越 (accommodative or transcendent)」學習。其中要以「同化學習」形式最為普遍，係在既有的基礎上廣範而持續地納入相關學習要素與內容，例如先學習經濟學通論知識，再由個體經濟學、總體經濟學持續延伸學習，並將所學應用到實務之上。但是學習缺口或說是終身學習的需要，經常是發生在無法從同化學習的成果中獲得解答，此時便衍生所謂的適應／超越學習，必須解構或挑戰既有的知識基礎，才能從中獲得新問題的解決方案。

就學習要素而言，援用推動社區教育的研究成果，發現研究者所強調的八項學習要素，對於終身學習的推動帶來重要的啟發，其內容包括 (Leff, 1997；轉引自葉至誠，2010)：(1) 終身的學習 (lifelong learning)：必須確保學習成果與個人生涯相結合，鼓勵成員持續不斷地學習，在快速變遷社會增進個人適應力與能力。(2) 主動的學習 (learning driven learning)：學習驅力是來自學習者本身，任何規劃並實踐學習活動在於促使個人充分的發展。(3) 即時的學習 (just-in-time learning)：即時的學習係指要能在學習者有高度學習動機及渴望時，及時提供學習機會與管道。(4) 訂製的學習 (customized learning)：應能針對不同學習能力與偏好的學習者，訂製合適的教育套材。(5) 轉換的學習 (transformative learning)：學習要能改變人們的信念體系、行為型態，以因應新的需要與機會，並克服劣勢及不利地位，學習的主要目標於在促使個人價值體系的改變。(6) 合作的學習 (collaborative learning)：採取合作廣泛眾智的深化知識，方能面對複雜的問題，而深化知識需依賴個人、組織相互的合作學習文化。(7) 脈絡的學習 (contextual learning)：脈絡學習主張學習必須要與學習者的經驗及期望相關聯，強調學習的產生是藉由真實生活的環境與實務而完成。(8) 方法的學習 (learning to learn)：學習與思考的教學是當前教育體系的一項重要工作，經由個人與團隊能力的發展，才能了解有效的學習計畫，進而管理及實踐自身的學習活動。

在前述研究的基礎之下，我們不禁要問臺灣的終身學習體制存在什麼問題？臺灣公部門終身學習的推動實務又存在哪些問題？針對前者，研究指出我國終身學習的發展困境，包括各項政策方案實施成效仍有待強化、缺乏策略性規劃、欠

缺事權統一之專責常設機構、各單位的協調與聯繫仍待加強、缺乏系統性的終身學習推展成效評鑑、成人教育專業人才仍然缺乏、整體成人終身學習的經費偏低、終身學習機會與管道仍不夠普及且存在著階級族群及城鄉落差、數位學習之整體配套措施亟待加強等。我國終身學習發展困境的形成背景因素，則涵蓋了終身學習政策受政治生態影響、政府部門對終身學習的認同與重視仍為不足、經濟狀況不佳影響民眾終身學習參與意願、終身學習未蔚為風氣、國人之終身學習素養有待提升等要項（吳明烈、李藹慈、賴弘基，2010）。但針對後者所為之研究較為缺乏，多是針對整體公務人員培訓體制的分析檢討。

三、整合觀點與分析架構

部分研究則從「規範論」(normative)、「**體論**」(ontological)等方法論層面進行分析，前者將終身學習視為教育政策發展的實踐與指導原則，並強調社會及權責機關應然面責任及應有作為；後者則認為終身學習闡述學習貫穿一生生活的純粹事實，強調多樣化學習的社會實然面（轉引自吳明烈、李藹慈、賴弘基，2010：15）。

但探討臺灣公部門組織成員的終身學習體制，實際上不同於著重鼓勵或教育意義，同時缺乏約束力、強制力或顯著誘因的一般性終身學習。此外，如果從整體政府訓練進修資源與政策的角度切入，那「公務人員終身學習制度」的研討，自然不便限縮於前述研究所主張的立論基礎，反而應以其成果為基礎，將公務人員終身學習引導至行政哲學方法論的基礎討論，包括客體或主體為主的訓練進修途徑討論，以及所轄本體論(ontology)、認識論(epistemology；又譯稱為知識論)、人性論(human nature)、方法論(methodology；或應改稱為研究方法／訓練進修方法／終身學習方法／教學方法)等概念來加以討論。前述研究架構元素借用自社會學及社會科學本質的探討¹⁰，於下分點說明各項延伸討論的內涵與連結，並據以提出分析架構（詳見圖5）：

一、本體論(ontology)：「唯名論(nominalism)主張社會實體是人所建構的（又有“社會建構論之稱”），或是實在論(realism/essentialism)主張的社會實體是客觀存在、永恆不變的，有其運行的法則」。在前述本體論的討論延伸之下，公務人員終身學習制度的設計應該是比照唯名論主張越有彈性越好，還是實在論強調的制度化為佳。這牽涉到應不應該有明確的法令作為公務人員終身學習制度的規範依據，包括學習內容、範圍、學習機構、課程、評估、升遷、激勵等。還是說不用，有著大原則的論述與行政命令為依據即可，讓各訓練機關、用人機構、各類管道、各層次用人需求，儘可能地各行其是就

¹⁰ 在社會學的討論過程中，主要討論下述四點問題：(1) Is reality given or is it a product of the Is mind? (2) Must one experience something to understand it? (3) Do humans have free will or are we determined by our environment? (4) Is understanding best achieved through the scientific method or direct experience?（詳見Burrell & Morgan, 1979）。

好。

- 二、知識論 (epistemology)：主要探討知識是如何獲取，真相是如何被發現。實證論 (positivism) 認為唯有科學方法獲得的知識，經得起科學方式重複驗證才是知識。甚至是必須具有通則描述、推論、預測能力的才算是知識，認為存在唯一真理。相對應於實務而言，前述主張比較偏重「專業知識主導、由上而下決策」的行政模式，但卻難以對地方知識引發的反證論、否證論事例做出解釋。換言之，反實證論 (anti-positivism) 所主張的知識有多重來源，唯一真理必須透過溝通協調，建立在多方利害關係人的共識基礎上。這等主張有時反而比較適用於解釋當前的行政問題，凸顯公務人員終身訓練制度的建立，在中高階或有機會直接面對民眾的職位上，必須重視適應／超越學習勝於同化學習或累積／機械學習。
- 三、人性論 (human nature)：探討人在生活環境的角色，人究竟是環境的產物或是創造萬物的主導者。若引述實證論與自然論的比較觀點 (Lincoln & Guba, 1985；江明修，1997)，恰可簡單明瞭地說明意志論 (voluntarism)、決定論 (determinism) 的差異主張，更可啟發吾人構思公務人員終身學習制度的創造性思考。以實體本質而言，實證論認為是單一可切割的，自然論認為是多重建構難分彼此的。由此可以反思終身學習機構間的合作關係，以及推行成效議題，甚至是終身學習內容的知識架構與整體學習目標的關聯。再者，就與互動對象的關係而言，前者強調價值中立 (value-free)、彼此獨立、互不干擾，後者認為價值附加 (value-laden)、難分彼此、相互鑲嵌。這讓我們反思如何拿捏終身學習內容與不同學習者與職務之間的需求問題，甚至是不同執法機關之別而衍生的學習需求差異。
- 四、方法論 (methodology)：延續前述實證論與自然論之比較，方法論探討著哪些方法才是發掘真相事實的最佳工具。客觀主義者是實證論的典型信仰者，追尋著唯一或絕佳的方法，窮盡重要影響要素而設法建立通則，非常強烈的政策菁英色彩。主觀主義者則是自然論的典型代表，認為個體總是能夠創造、改變、詮釋現有的世界觀與運作模式。前者強調超越時間與空間的限制、既定的線性因果關係、不容質疑的價值；後者重視個別情境與個案價值、質疑既定的因果關係。所以從方法論的角度反思公務人員終身學習制度，我們應該納入時間空間議題，誠如終身學習的發展背景與動機的論述，以及「訓練評鑑、學習指標、學習類別與要素」等終身學習內容的分析，都共同指出多元方法、與時俱進的重要性。

換言之，公務人員終身學習之目的到底為何？透過終身學習制度希望對公務人員提供哪些協助？或者發揮哪些引導的功能？公務人員終身學習應該學習什麼？這類的學習是一種權利還是責任義務？公務人員在終身學習議題上應該擁有多少自主權？從政策執行策略來看，公務人員終身學習制度內容的建立或調整的首要之務為何？是增加訓練時數規定亦或是學習內容的結構化為要，還是加強

學習與職位、工作挑戰的連結為先。抑或有其他更為重要的考量，例如公務人員學習的城鄉差距問題、不同官職等間的學習權益與意願問題、學習成本的經費負擔能力差異問題。這些議題對照學習三構面與能力發展架構（如圖 2 所示），都是「內容、誘因、互動」等構面所提供的重要啟示，同時也反應出社會科學性質假定與終身學習制度分析架構（如圖 5 所示）的論述要點。於下在分析我國公務人員終身學習制度相關實務發展與各國措施之前，僅先針對「目標管理、標竿學習」理論提出基本介紹，以便對國內外作法提出更具結構的分析。

主觀途徑		客觀途徑
公務人員終身學習制度設計 應著重學習者需求		公務人員終身學習制度設計 應強調組織發展需求
唯名論 (nominalism)	-----本體論----- (ontology)	實在論 (realism)
Is reality external from conscious or a product of individual consciousness?		
反實證論 (anti-positivism)	-----認識論----- (epistemology)	實證論 (positivism)
How can knowledge be acquired and how can the truth be found?		
意志論 (voluntarism)	-----人性論----- (human nature)	決定論 (determinism)
Are we products of our environments or do we create our environments?		
個例化知識 (ideographic)	-----方法論----- (methodology)	律則化知識 (nomothetic)
What methods of inquiry are appropriate for finding truth? Objectivists search for universal laws to explain reality and relationships between elements. Subjectivists focus on how individuals create, modify and interpret the world.		

圖5：社會科學性質假定與終身學習制度分析架構

第二節 目標管理與標竿學習

在分析我國公務人員終身學習制度相關實務發展，或者介紹各國公務人員終身學習措施之前，必須尋找依據用以回應前述兩類次級資料分析導出的問題意識。也就是說，我國制度有哪些問題，國外經驗有哪些足供參考的作法？為此，本研究以「目標管理」作為基礎，分析我國公務人員終身學習實務的推動狀況；隨後以「標竿學習」歸納國外措施的標竿特色或內涵。畢竟終身學習概念從教育出發，在各國涉及領域、對象、權責機關各有不同，更遑論聚焦在公務人員終身學習制度之後，對於相關實務經驗的引薦應有具體標準為宜。

壹、目標管理

目標管理是使組織管理者將其工作角色由被動化為主動的手段之一。研究指出實施目標管理能夠提升組織成員的工作效率，更能替績效考核奠定判斷基礎、提供考核標準，使績效考核更加科學化、規範化，改善組織管理者執行考核工作的公開透明程度。目標管理由管理學大師Peter Drucker提出，首先出現於1954年出版著作《管理實務》（The Practice of Management）一書中，該書於強調目標管理的基本內涵分別是：（1）目標管理是一套整體的、有系統的管理過程。它包括「目標設定、參與和回饋」三個要素；（2）目標管理對人性的看法趨向於正面的；（3）目標管理是結果取向的。目標管理的實際運用可透過「戴明循環論」的計劃（Plan, P）、執行（Do, D）、檢查（Check, C）、檢討與改進（Action, A）的循環來進行。根據Drucker的說法，管理人員一定要避免“活動陷阱”（Activity Trap），不能只顧低頭拉車，而不抬頭看路，最終忘了管理者的目標使命。目標管理的重要概念之一就是組織策略規劃必須是開放參與，或是有代表性的參與，不宜由少數高層管理者單方決定並執行。換言之，完全理性假定並不是目標管理不可動搖的價值，反倒是希望藉由不同層級的代表者參與，發展更為全面而接近組織實際需求的策略。

制定目標看似簡單，從小到大每個人都主動或被動地參與過目標制定的歷程，但可能為從遭遇嚴禁的檢定與討論。換言之，到底制定並執行目標管理時，應該秉持哪些標準，我國在思考公務人員終身學習政策或擬定相關規定時，是否能夠顧及目標管理方針，如果沒有那我們從何得知政策或規定的落實程度。因此本文以目標管理領域經常使用的SMART原則為例，探倒在擬定或檢驗相關政策或規定是否切實可行時，可以採行哪些原則進行判斷，進而掌握截長補短的要點與需求。所謂SMART原則的內涵包括¹¹：（1）目標必須是具體的（specific）；（2）目標必須是可以衡量的（measurable）；（3）目標必須是可以達到的（attainable）；（4）目標必須和其他目標具有相關性（relevant）；（5）目標必須具有明確的截止日期（time-based）。前述見解係美國馬里蘭大學教授洛克在提出「目標設置理論」時，主張以SMART原則作為實踐策略之一，後來廣為組織或團隊擬定工作目標時所倚重，無論是討論組織整體、個別團隊或是組織成員的工作與績效目標都必須符合上述原則、缺一不可。此外，制定的過程也是自身能力不斷增長的過程，無論你的角色是管理者還是一般組織成員。而對照OECD（2006: 103）報告書內容，不難發現前述原則內涵的執行困難顯見於終身學習議題之中，單是從「經濟或財政」面向來探討可能限制，便有「利益分配、外部性、收入負擔、投資報酬」等問題（寧琳、孫艷紅、劉迎春，2011）。

¹¹ 此外，SMART原則又作不同解釋：S代表具體（specific），指績效考核要切中特定的工作指標，不能籠統；M代表可度量（measurable），指績效指標是數量化或者行為化的，驗證這些績效指標的數據或者信息是可以獲得的；A代表可實現（attainable），指績效指標在付出努力的情況下可以實現，避免設立過高或過低的目標；R代表現實性（realistic），指績效指標是實實在在的，可以證明和觀察；T代表有時限（time bound），注重完成績效指標的特定期限（李玉萍、許偉波、彭於彪，2008）。



在臺灣無論是教育、交通、醫療、衛生、社會福利等公共事務領域，都曾廣泛的運用標管理。應用之目的無非是尋找工作方向、確立考評基準、謀求績效表現論述依據等。因此獲得廣泛的運用與支持，特別是機關首長的因為必須概括承受組織的整體運作成效，因此對於具備前述功能的目標管理給予政治層面的支持（黃朝盟，2005）。但持平而論，回顧相關管理原則主張，例如戴明在《擺脫危機（Out of Crisis）》乙書中，提出14項管理原則，雖為全面品質管理概念奠定基礎，但分析其內容卻有內涵跨越不同層次的缺失。再者，結合「組織願景、管理策略、作業流程」的全面品質管理（Total Quality Management, TQM）概念，其架構性概念與價值遠勝於實務操作性。承前所述，考量管理原則運用的適切性、方便性，本文將運用SMART原則，來分析我國公務人員終身學習機制是否規範適當。

貳、標竿學習

所謂標竿(Benchmark)最早是指工匠或測量員在測量時做為參考點的標記，後來漸漸衍生為衡量的基準或參考點。自從美國全錄公司(Xerox)於70年代末期開始倡導此觀念後，「標竿」就成為「優異典範」的代名詞，亦即所謂的「標竿」（林嘉玲，1995:103）。而依據韋氏字典(Webster's Ninth new Collegiate Dictionary)的定義：「可以被測量的參考點」或「可視為標準之物」(Fitzenz, 1993: 26)。後來管理學引用了標竿這個詞，用來比喻效率表現的中心點，也就是顧客價值和生產力，亦即代表利用良好的典範做為參考點來評估某些層面的表現（胡瑋珊譯，2002：6）。另有研究整理文獻後，從「品質改進、分析工具、策略規劃」三種角度提出說法（孫本初，2005：215-216）：

（一）側重於品質改進的說法

這種說法標竿學習置於以品質為主題的系絡中來加以探討，與全面品質管理(Total Quality Management, TQM)的理念有高度的相關，主要是因為品質改善的論點就是持續不斷的改善、顧客滿意度的提升與員工的參與，而標竿學習是達成前述三者有效的工具之一。因此在設計標竿學習方案時，應將重點放於品質改善，縮小與「最佳實務」間的標竿落差。

（二）側重於分析工具的說法

Andersen 與 Pettersen (1996: 8) 認標竿學習為分析技術的一種延伸。1960年代較著重於財務分析，焦點置於比較不同年度的績效結果。1970年代開始注重策略的運用及策略性的思考，比較的重點以高於同業的平均水準而自滿，1980年代全錄公司開始引用標竿學習。將比較的對象轉為最強勁的對手，這種比較將更多的焦點置於運作績效的測量之上。後來發展成「流程標竿學習」(Process Benchmarking)。

（三）源自於策略性規劃的說法

Boxwell (1994: 2) 認為標竿學習廣為管理者所接受，可從策略性規劃(strategic planning)的發展史談起。策略性規劃在1960年代發展，1970年代達到巔峰，1980年代的全面品質運動的興起，促使策略性規劃潮流與品質運動結合。孫本初(2005：216)指出，持此說法的學者認為，策略性規劃下一階段的演進

便是標竿學習。至1980年代初期，很多公司將其視為競爭利器。此種說法認定標竿學習具策略性規劃的特色，甚至標竿學習彌補了策略性規劃的缺陷。

其實，標竿學習的內涵包括「注重流程、注重學習、講究持續性改善」，強調標竿學習是系統化與結構化的活動，此活動必須有「參考點」，亦即標竿對象，而此對象又必須是最佳的。美國生產力與品質中心（American Productivity and Quality Center, APQC）認為，標竿學習是一項有系統、持續性的評估過程，透過不斷地將組織流程與全球企業領導者相較，以獲得協助改善營運績效的資訊（顏漏有，1997：18）。若以「比較之標的不同」來看，可將標竿學習區分為績效標竿（Performance Benchmarking）、流程標竿（Process Benchmarking）、策略標竿（Strategic Benchmarking）；若以「比較的對象不同」來看，可區分為內部標竿（Internal Benchmarking）、競爭標竿（Competitive Benchmarking）、功能標竿（Functional Benchmarking）、通用標竿（Generic Benchmarking）。

Andersen與Pettersen（1996：4）認為標竿學習是一種過程，藉由一家公司不斷地測量與比較另一家公司的流程，以使組織從比較中獲取認同，並得到協助執行改善方案的資訊。Bendell等人（1993：7）指出，標竿學習是一種尋求改善的心態及其改善的流程，自然而然演進的。此外，Karlof等人認為標竿學習依據最佳實踐（best practice）獲良好典範所產生的指引力量，並進一步與關鍵指標接觸、進行對話，學習對方知識；且以客觀角度來觀察自己的工作或業務進行方式，然後在進行修改以獲取改善組織績效之資訊（胡瑋珊，2002：91）。

孫本初（2005：218）則認為標竿學習注重「流程」，其中標竿學習計劃本身的流程，以及組織運作的流程。注重「學習」，任何形式的學習均可，而且講究「持續的改善」。是一種系統化與結構化的活動，這個活動必須有「參考點」，亦即標竿對象，而此對象又必須是最佳的。林水波，李長晏（2003：8）則將標竿學習歸納出七個基本的內涵，主張標竿學習「是一種整合流程導向與結果導向的管理工具，目的是在獲取流程改造和績效成果之資訊；可作為有系統且持續性組織評估工具；一種持續性改善的過程，透過與標竿對象或最佳實踐的組織進行持續性的觀摩學習；針對那些在某些活動、功能、流程、及政策等績效上有卓越表現、出類拔萃（business excellence）之組織進行持續性的接觸和對話；是一種知識轉移（knowledge transfer）或政策移轉（policy transferring）的概念，所學習或轉移的知識不僅是顯性知識，更著重於難以言語傳授的默會知識；是一種心智模式的改善，鼓勵組織成員全面參與開發，並對自己的工作或業務進行反思，同時透過民主對話的方式廣泛的吸取某領域絕佳的做法與經驗；重要基石是，改善組織營運之績效，進行創造公共價值」。

有別於前述標竿學習定義，Spendolini採用實證方式¹²為標竿學習定義奠定基礎，進而提出標竿學習定義選項表，可以從每一個方框選出一個或一個以上的項目，就能創造出更完整的定義，另外他在某些方框裡留有空白，留給讀者根據自己的標竿學習經驗，在方框裡加字或詞，看看是否合宜（呂錦珍譯，1996：22-25）。有關標竿學習如何運作，代表文獻主張以循環再生概念說明標竿學習流程，提出

¹² Spendolini 選定 57 家公司，作為研究調查的目標，蒐集了 49 種的標竿學習的定義後，提出標竿學習定義選項圖（呂錦珍譯，1996：22-25）。標竿學習（Benchmarking）一詞有許多不同的譯名，例如：「企業標竿」、「競爭基準」、「基準設定」、「標竿制度」、「標竿分析」、「標竿管理」等（孫筱娟，1999：30）。



「標竿學習輪」(The benchmarking wheel)的概念，主張標竿學習運作方式依序區分為：(1)規劃(Plan)；(2)研究 (Search)；(3)觀察(Observe)；(4)分析(Analysis)；(5)適用(Adapt)及循環(Recycle)等五個流程，每個階段之間都具有積極、流動、持續不斷改善的特色 (Andersen & Pettersen, 1996: 14；呂錦珍譯，1996: 72)。

綜合以上所述，可以知道標竿學習，是一種為了改善自我組織，而尋找另一個被視為最佳組織的組織，然後持續不斷的以系統化的流程來評估自我績效與最佳組織績效的差異。並藉由引進最佳標竿的典範及流程，以提昇自我績效。承前所述，本文歸納應該從「心態、流程、學習、持續改善、績效」等標竿學習要點，針對各國經驗與成效特色予以分類標註。

第三節 我國公務人員終身學習制度相關實務發展分析

面對國際上推動終身學習的熱潮，我國政府也從人力資源發展與投資的角度，陸續提出終身學習相關鼓勵與立法動作。例如文建會在 1994 年開始推動「社區總體營造政策」，便以終身學習作為引導社區發展的主軸，教育部於 1998 年公布「邁向學習社會」白皮書，並宣布該年為「終身教育年」，接著又提出「推展終身教育，建立學習社會中程計畫」、「教育改革行動方案」，2002 年制定公布〈公務人員訓練進修法〉及〈終身學習法〉。但在終身學習的概念之下，真正針對公務人員而有特別規範的作為則以〈公務人員訓練進修法〉，以及業務主管機關公佈之函示為主。

若以研究分析成果而論，則更少以公務人員終身學習作為研究議題，多數都是以廣義終身學習或特定階段終身學習（例如：青少年、在職工作者、老年人）進行研究。曾有一篇研究以公務人員終身學習持續意願為主題，藉由參與數位學習的公務人員進行研究調查，研究結果針對學習文化、主管重視度、學習誘因等因素提出具體建議 (Sun, et al., 2009)。除此之外，就屬權責機關對於公務人員訓練進修規定所為措施為主。

有別於國際趨勢較少針對「公務人員」做出明確的訓練進修規範，我國行政院於 2004 年 1 月 5 日核定修正「公務人員終身學習推動計畫」，其中「肆、實施策略」之「四、建構引導公務人員有效學習機制」(二)項，界定公務人員業務推動應具備的核心能力為「管理」及「專業」兩大類能力。嗣後，行政院在 2007 年 7 月 11 日即函示：各機關公務人員自 2008 年 1 月 1 日起每年最低學習時數提高為 40 小時，其中數位學習不得低於 5 小時，業務相關之學習不得低於 20 小時¹³。就相關執行成效而言，依據 2011 年公務人員保障暨培訓委員會彙整的資料（詳見附錄 1），發現仍有許多機關所屬公務人員學習時數小於 40 小時（人數或占總人數百分比），除了雲林及屏東縣議會之外，多數機關或多或少仍有同仁未能在一年之內完成 40 小時的學習時數登錄，甚至比例之高可達 100%

¹³ 前述規定係依據行政院 96 年 7 月 11 日院授人考字第 0960062703 號函。在此之前，相關訓練進修時數規定則是「每人每年最低學習時數為 30 小時，其中與業務相關學習時數不得低於 10 小時，薦任第 9 職等以上主管人員之業務相關學習時數不得低於 20 小時」。

(金門縣議會)、81%(嘉義市議會)。整體來看，不難發現目前公務人員終身學習時數高低不一、分配不均，更難以斷定所登錄時數與所司職務或專業累積之關聯；此外，若分析附錄 1 所列數據，似乎也反應出偏遠縣市可能有學習資源不足的困境。

因此，開拓多元終身學習管道已是刻不容緩的議題。雖然以《經濟學人》期刊社與「IBM企業價值研究中心」(The IBM Institute for Business Value)合作的「全球數位學習準備度排名¹⁴」(The Readiness Rankings)資料來看，在 2009 年則是第 19 名，居亞洲第三(依序次於新加坡、香港)；在 2010 年，前述評比更名為「數位經濟」評比，但評比構面及其所占權重並無更動¹⁵，在這年我國排名第 16 名，居亞洲第三(依序次於香港、新加坡)(詳見附錄 2)。這顯示我國數位學習的推動成效，以及提供多元終身學習管道的潛力，也適度說明「數位學習」管道的擴大與健全，或可視為終身學習政策推動之重要工具之一。但卻同時凸顯「城鄉資源差距、工作性質狀況、立法不確定性、技術面可行性」等因素，對我國規劃大幅提昇公務人員終身學習時數的影響。

因此回歸本研究之主要研究目的與問題，在探討我國終身學習制度建立之際，實應從四面向著手相關實務發展分析，分別是「法制與權責機關分工設計；跨部門合作關係；學習成效評估；學習與生涯發展、升遷管理」。本文運用前述「目標管理」工具之一，SMART 基本原則來分析我國現有的公務人員終身學習訓練制度，是否規範完善、是否切實可行，合則鼓勵推廣，不符則借鑒國際經驗與措施，視為「標竿學習」之運用。於下依序說明我國公務人員終身學習制度相關實務發展分析結果。

壹、就「法制與權責機關分工設計」而言

為妥善說明我國公務人員終身學習政策的研擬依據，本文除援引前述相關理論及評估構想作為分析依據外，於下分就相關法制內容及實務運作關係提出說明。承前所述，我國於 1998 年頒佈〈終身學習白皮書〉，同時宣佈同年為我國終身學習年，然而檢視白皮書的內容，迄今大部分的目標與具體實施途徑仍適用(何青蓉，2011)。這顯示落實白皮書內容的政策執行力有待加強外，也發現教育部自 1998 年以來並沒有提出任何比白皮書更具全面性、系統性與宏觀性的終身學習政策。

2002 年 6 月 26 日制定公布的〈終身學習法〉明定其立法目的乃是「鼓勵終身學習，推動終身教育，增進學習機會，提升國民素質」(第 1 條)；並明定主

¹⁴ 我國排名在 2007 年在 70 個接受評比的國家中排名 17 名，居亞洲第四(依序次於香港、新加坡、南韓)；在 2008 年則維持第 17 名，居亞洲第五(依序次於香港、新加坡、南韓、日本)。

¹⁵ 該評比的構面及權重分別是「連結上網與技術基礎建設」(connectivity and technology infrastructure) 20%、「數位經商環境」(business environment) 15%、「社會及文化環境」(social and cultural environment) 15%、「法律環境」(legal environment) 10%、「政府政策與願景」(government policy and vision) 15%、「消費者與企業採用度」(consumer and business adoption) 25% (The Economist, 2010: 3)；截至目前網路上所能檢索的最新資料為 2010 年調查結果。

管機關在中央為教育部，在直轄市為直轄市政府，在縣（市）為縣（市）政府（第2條）；而依據第4條第2項之規定，各級主管機關應協調、統整並督導所轄或所屬終身學習機構，辦理終身學習活動，以提供「有系統、多元化」之學習機會。換言之，〈終身學習法〉並非為公務人員學習需求而量身立法，講求的是全民學習、多元學習，而非專業學習。是法第3條第1項第1款將終身學習定義為「指個人在生命全程中所從事之各類學習活動」；同項條文第2款則將提供學習活動的終身學習機構明訂為「學校、機關、機構及團體」；同項條文第8款則明訂「帶薪學習制度¹⁶」，指機關或雇主給予員工固定公假，參與終身學習，提升員工工作及專業知能。至於如何尋求終身學習協力機構，是法第10條敘明各級政府應結合各級各類社會教育及文化機構，並利用民間非營利機構、組織及團體資源，建構學習網路體系，開拓國民終身學習機會。此外，終身學習機構得視需要採用遠距教學、網路教學或結合傳播媒體進行教學，並輔以面授、書面輔導及其他適當之教學方式施教，以增進多元學習機會（第15條第1項）。為推動終身學習政策，是法於第16條第1項律定中央主管機關為激勵國民參與終身學習意願，對非正規教育¹⁷之學習活動，應建立學習成就認證制度，並作為入學採認或升遷考核之參據。為建立「採認」制度，〈終身學習法〉第17條規定，學校、機關、機構及團體為鼓勵國民參與終身學習活動，經主管機關核准，得發行終身學習卡，累積學習時數，作為採認學習成就之依據。

在我國，規範政府機關間合作建立公務人員終身學習制度作法的相關法規分散廣泛，例如〈公務人員訓練進修法〉第3條規定，為加強公務人員訓練進修計畫之規劃、協調與執行成效，應由行政院人事行政總處與公務人員保障暨培訓委員會會同有關機關成立協調會報，建立訓練資訊通報、資源共享系統；其辦法由協調會報各相關機關協商定之。同法第8條第1項規定，公務人員進修分為「入學進修、選修學分及專題研究」；第2項則規定進修得以公餘、部分辦公時間或全時進修行之。此外以〈教育部終身學習推展委員會設置要點〉為例，雖是依據〈終身學習法〉第6條規定而設置，責由教育部終身學習司負責「各級政府機關為推動終身學習各項工作規劃、協調及執行作業」，但不僅沒有明確的機制、預算、人力規劃。換言之，實際的運作內容可以因此而增生垂直與水平的府際溝通阻礙，況且各機關的預算能力與分配重點各有不同，狀況好的如教育部，甚至有〈教育部年度媒體製作刊播終身學習節目或內容刊播獎獎勵申請推薦表〉之行政規定。

前述條文述及中央機關的應為措施及相關規範內容，對照地方政府的作法亦可發現府際之間的差距，例如過去基於〈師資培育法〉第16條第2項規定而訂定，但已於2003年8月29日廢止的〈高級中等以下學校及幼稚園教師在職進修

¹⁶ 〈終身學習法〉第19條第1項規定，各級政府為鼓勵國民參與終身學習活動，應積極推動員工帶薪學習制度。

¹⁷ 所謂「非正規教育」的定義，依據〈終身學習法〉第3條第1項第4款規定，指在正規教育體制外，針對特定目的或對象而設計之有組織之教育活動。

辦法〉，該辦法第 9 條規定「教師在職期間每一學年須至少進修 18 小時或 1 學分，或 5 年內累積 90 小時或 5 學分。」在前述辦法廢止適用後，取而代之的是各地方政府自行訂定的相關鼓勵作法，例如〈高雄市高級中等以下學校及幼稚園教師進修研習實施要點〉，該要點為達鼓勵效果便將適用對象推及「高雄巿市立或已立案之私立中等學校、國民小學、幼稚園及特殊學校（班）編制內合格教師（含校、園長）。」（詳見第 2 點）。換言之，各地方政府對於被〈行政院及所屬機關學校推動公務人員終身學習實施要點〉排除在適用對象的「公營事業機構、公立學校教師」有著不同的規定，但面對整體人力流動、調動的事實，卻缺乏周全的考慮與規劃，例如教師是否兼任行政職便有身份認定而適用不同規定的問題；再者從鼓勵的角度來看，公立學校教師是否應該給予一致的終身學習進修鼓勵，各縣市教師進修時數是否一致等議題，都可能存在爭議；況且〈教師法〉第 17 條規定，對教師從事與教學有關之研究、進修也只有義務與鼓勵事項規定，缺乏相對權利事項的具體措施。再者，因〈個人資料保護法〉的實施，自 2012 年 8 月起行政院人事行政總處「公務人員終身學習網」停止提供「全國教師在職進修資訊網」所有教師研習紀錄¹⁸，四項取而代之的作法分別是：（1）建議所有研習課程請直接登錄於「全國教師在職進修資訊網」。（2）若有「公務人員終身學習網」研習時數紀錄列印之需求，請逕自至「公務人員終身學習網」列印相關研習紀錄。（3）若有「公務人員終身學習網」研習時數核發之問題，煩請直接與研習辦理單位聯繫。（4）若有「公務人員終身學習網」研習時數紀錄報表列印之問題，請直接至「公務人員終身學習網」服務信箱提供您的建議。前述作法有別於過去「每月 10 日前，由公務人員終身學習網將上個月底，已結案課程之公務人員終身學習網教師研習時數匯入至全國教師在職進修資訊網」的作法。由此也顯見光是終身學習時數的彙整都有著相當程度的困難，遑論不同終身學習管道提供的學習內容、學習方式、學習評估、學習移轉等結構的認證問題。

相較於此，我國公務人員平均訓練時數在縣市比較時有著明顯的時數差距，例如以 100 年度終身學習情形為例，平均業務相關學習時數（包括一般及數位學習時數）在澎湖縣是 234.6 小時，居全臺縣市政府之冠，但福建省連江縣政府卻只有 41.1 小時，居地方政府之末（詳見附錄 1）。換言之，目前地方公務人員培訓問題甚多，包括「資源遞減、硬體空間壓縮，以及預算逐年遞減」等問題。城忠志說，相較於高雄市及台北市的公務員，每人每年可以獲得 2600 元及 4700 元的高額補助預算，地方公務人員每年只有 1300 元的補助款，都造成地方公務員學習資源不足的窘境。另外，地方公務員所面臨的問題，還包括數位學習人才不足、部分公務人員未將數位學習定位於變革層次、部分公務人員資訊素養與資訊設備仍待加強，以及部分公務人員只願意在上班時間進行數位學習等幾項問題。

¹⁸ 詳見人事行政總處發文檔案，編號中華民國 101 年 10 月 29 日總處培字第 1010050310 號函。



貳、就「發展跨部門合作關係」而言

在IBM政府事務研究中心（2011）所出版的《七大管理要點》（Seven Management Imperatives）報告中，至少有三點述及發展跨部門合作關係，首先以「善用超連結」（leverage hyperconnectivity），資訊化時代下的組織必須致力於人與人之間的連結，人與資料之間的連結，人與數位內容之間的連結，人與各類電子平台之間的連結；其次是「透過協力達成管理目的」（manage through collaboration），從實務經驗上發現協力的足跡已廣及危機管理、一般公共管理、服務執行網絡、資訊擴散網絡、問題解決網絡、社群能力建立網絡，如何極鼓勵力讓政府管理與公民建立關係，必須從公民投入、確認第一線問題、發展並收集社群及社會指標、參與服務提供過程，而非僅是一味地外包服務；其三是「以新的方式與私部門共事¹⁹」（work with the private sector in new ways），其內涵重點在於夥伴關係的調整、更為開放的溝通（Abramson, et al., 2011）。

Longworth（2003: 98）在探討終身學習夥伴議題時，以分享知識、經驗、構想與資源為核心，認為終身學習的夥伴甚至應該廣及國際或全國層次，整體而言所應連結的組織，包括各級教育機構（包括國民義務教育、成人教育、學院大學等高等教育機構）、工商服務業各類組織、社會服務與健康醫療組織、各級政府機關、各類特殊利益團體等。

以地方行政研習中心推動「e學中心」的經驗來看，其鼓勵縣市政府可結合全國各數位學習網站，共同開發、交換課程、參與活動，或尋求課程諮商與締結策略聯盟，亦可與私人企業聯盟，截至2007年2月全國計有52個機關（構）建置有數位學習網站（周育均，2008：20）。這是相當有規模的跨部門整合，但成功的整合卻也帶出後續「學習成效評估」的信效度問題，甚至是學習與生涯發展、升遷管理的連結程度問題。以教育部函示²⁰「各單位辦理中小學暨幼稚園教師進修課程核予教師研習時數作業流程」為例（詳見圖6），便可發現，簡單的時數彙整都涉及跨部門整合的議題，而前述整合的成功關鍵涉及〈全國教師在職進修資訊網進修研習活動使用管理規定〉第8條之「課程審核」，以及第9條之「課程審核採計限制」、第11條之「課程審核單位」規定。分析「課程審核」之規定內容，發現雖強調「研習內容應以提升學生輔導專業知能、增進教學成效為主，其他與教育課程相關或行政之研習活動為輔」，但研習課程審核內容卻止於程序資料。在「課程審核採計限制」部分，則將易生爭議的研習活動內容，明確表列需經教育行政主管機關同意，始得核定採計教師研習時數，包括學校例行性業務、學校各項行政會議、參加對象為學生之活動、屬個人休閒性質與教學無關之研習、屬個人宗教信仰與教學無關之研習、純粹參觀性質無實際授課之研習活動、非正

¹⁹ 為了鼓勵政府同仁的創新研發，美國聯邦政府設立一個新的網站，稱為「挑戰政府」（Challenge.gov）。該網站是鼓勵民眾與政府機關同仁共同提出創新作為，來挑戰政府既有的規範、措施、思維與施政難題，提供的挑戰領域約有100種之多，同時提供1萬美金至2萬5仟美金不等的非貨幣性獎賞（reward）或創新獎金（stipend）作為誘因，詳見網址 <http://challenge.gov/>。

²⁰ 詳見教育部發文字號—「臺中（三）字第1000215934號」，發文日期為中華民國100年12月14日。

式性質之教師社群對話、其他與教學無關之研習（如：選務工作說明會……等非教育業務之講習）。

換言之，在賦予研習活動主辦單位核實登錄研習時數的權限，且無須相關主管機關核實的運作環境下，往往讓一紙「活動規劃或文宣海報」內容，成為決定研習規劃是否符合相關規定的關鍵。相關活動的成效便仰賴各主辦單位的專業倫理，但不可忽視的是主辦單位所扮演的中介角色，可能會衍生資訊不對稱的道德風險，特別是在市場競爭的壓力與環境之下，更何況雖有上述「課程內容」之審核原則，但相較於具體而結構化的研習架構仍是相去甚遠。這類現象，不僅是學校教師研習系統才會面臨，本文以此為例的重點有二，旨在凸顯廣義公務人員終身學習機制的多元，以及是否需要針對公務人員提高其終身學習制度的結構化程度。

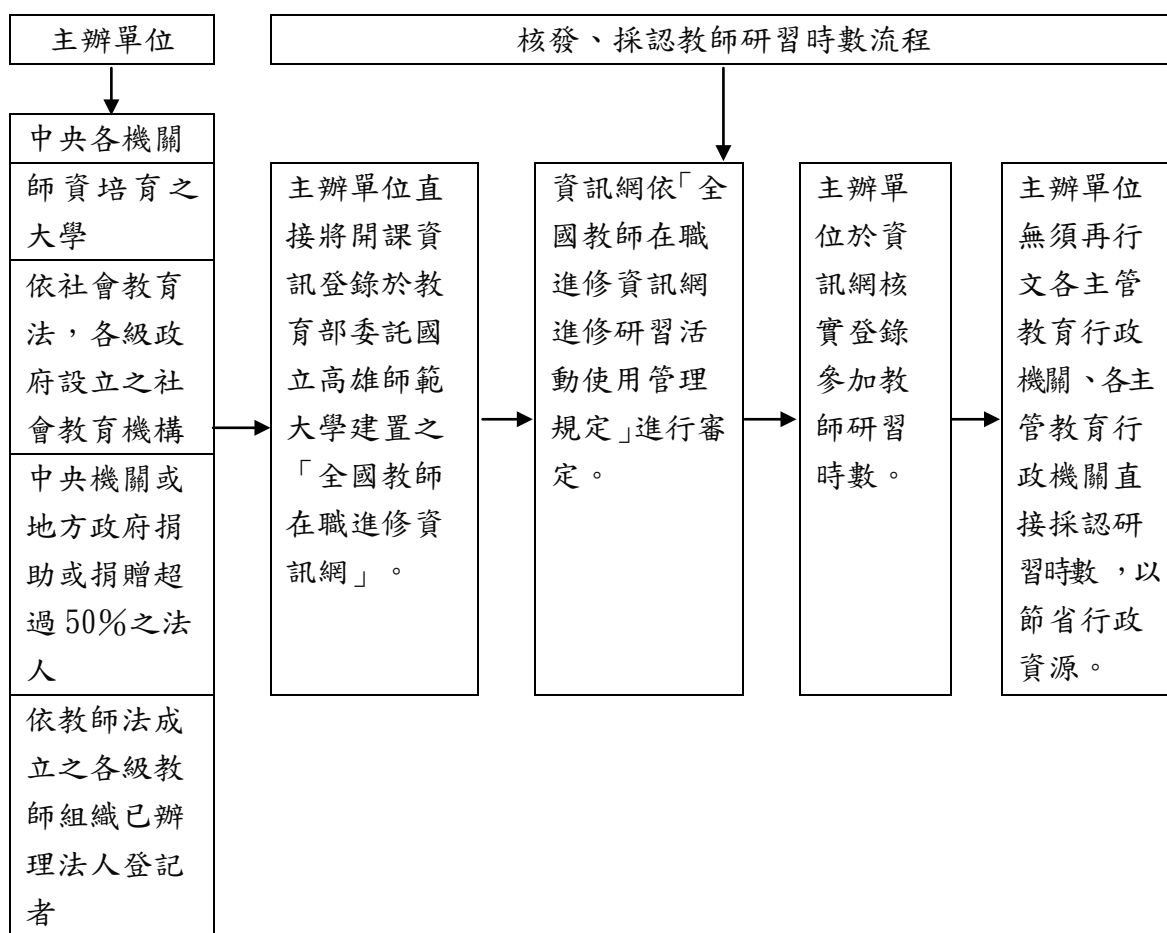


圖 6：各單位辦理中小學暨幼稚園教師進修課程核予教師研習時數作業流程

參、就「學習成效評估與生涯發展、升遷管理」而言

Kirkpatrick 的訓練評鑑四層次模式、Hamblin 的五層次模式、Brinkerhoff 的六階段、Bushnell 的 IPOE 模式、Phillips 的投資報酬率 ROI 模式等。美國訓練發展協會（ASTD）曾針對美國企業或組織曾作過訓練評鑑者進行調查，約 67% 使用 Kirkpatrick 的訓練評鑑四層次模式（蔡錫濤，2000；周育均，2008：12）。在



從事學習成效評估時，必須針對不同層次的學習採取適合的評估方式。

在任何組織中，人隨時隨地都在學習，重要的問題是這些學習是否能支援組織之目的 (Sherwood, 1994)。公務人力資源發展系統的主要功能在引導組織中人員個別的學習，已實現政府的共同目的。培訓系統的設計必須結合組織的工作目標以及公務人員的知能需求 (黃朝盟, 1999: 92)。由於學習成效評估涉及學習主題、課程設計、學習媒介與工具等因素，必須使用不同的學習成效評估方式。又如近年來非常重要的數位學習平台，由於其基於學習媒介、教材運用的轉變，相當程度顛覆傳統的學習成效評量主張，對此歐盟便於 2004 年彙整各會員國推動數位學習的經驗，探究數位學習成效的評估方式²¹ (Eschenlohr, et al., 2004)。同樣以我國「數位學習」推動經驗為例，地方行政研習中心的經驗是嘗試從「學習方式導入困境、訓練機關挑戰、參訓機關挑戰、學習者挑戰」等四個面向進行成效評估²² (周育均, 2008: 11-15)。

換言之，在執行學習成效評估時，不同層次都有著不同的學習障礙，有著不同的學習重點，採用不同的學習方法，涉及不同的利害關係組織。誠如部分研究在探討影響學習移轉的障礙因素時，便分從參訓者特質、動機因素、和訓練本身有關的因素、訓練之後的組織環境等面向 (李昌雄, 2010: 41-42; Holton & Baldwin, 2003)，歸納其在不同學習階段展現的影響力。況且離開經驗脈絡的學習，不算是學習，只有在經驗中才稱得上是學習 (Leff, 1997; 轉引自葉至誠, 2010)。任何的學習成效評估都必須與實際系絡接軌，包括學習者關切的生涯發展，以及組織面臨的升遷管理議題。

有關臺灣整體公務人員訓練體系的問題，考試院曾在專題研究彙編中，以「公務人員教、考、訓、用配合制度之研究」為題予以整理 (考試院, 2010)。其中與終身學習制度有關的內容，至今仍有「訓練合作議題、學習與生涯發展升遷議題」，前者包括與大專院校、企業組織的外部合作，以及各層級各類政府訓練資源的協調合作事宜。後者則包括訓練成效評估、訓練移轉、能力建立、績效評估、升遷依據等主題，這些人事行政措施都需要發展出與訓練學習的連結機制，才能改變國人對於訓練較不重視的文化。前述分析簡明扼要地點出我國公務人員終身學習制度，對於學習成效評估與生涯發展、升遷管理，目前偏重原則性說明，缺乏規劃內容與實質執行條件的現狀。以〈公務人員終身學習入口網站管理要點〉第 4 點第 3 項所列規定為例，該要點規定人事行政總處「得於」每年四月、八月及十二月考核第一項各款事項，未確實執行之人事機構名冊，將提報擴大主管會

²¹ 該報告的評比內容是針對歐盟國家數位學習實務進行評估研究，過程運用了運用問卷、專家訪談及 Delphi 等多重方法，評估的重點則觸及數位學習的「應用脈絡、教學實務、技術及平台、評鑑、證照和法律議題」等。

²² 以學習成效調查而言，雖數位課程與實體課程在實施形式上有別，但就學習目的而論卻無二至，參考其調查題目中，計有下述三點宜列入參考：(1) 本項課程開始前的課程目標介紹，有助於我對課程目標與課程重點有瞭解。(2) 我認為本項課程之內容與課程所設定之目標確有關聯。(3) 我認為本項課程內容之設計方式，可以吸引學習興趣，有提升學習效果 (周育均, 2008: 25)。

報，並由該等人事機構於二週內報送人事行政總處改善情形，其結果將列為人事主管年終考績之參考。

表 5：影響學習移轉的障礙因素

學習障礙	學習流程		
	學習事件之前	學習事件期間	學習事件之後
參訓者特質			
外部制控觀	✓	✓	✓
低度的自信心	✓	✓	✓
低成就感的需求	✓	✓	✓
低能力或性向		✓	✓
動機因素			
工作身分認定的缺乏	✓	✓	✓
組織承諾的缺乏	✓	✓	✓
參訓選擇的缺乏	✓	✓	✓
低度的認知價值	✓	✓	✓
和訓練本身有關的因素			
工作相關性的缺乏	✓	✓	✓
講師能力的不足		✓	✓
缺乏反饋		✓	✓
其它教學設計的限制		✓	✓
訓練之後的組織環境			
持續學習文化的不足	✓		✓
後續跟進(Follow-up)、鼓勵、反饋的缺乏	✓		✓
時間的落差(沒有應用機會)	✓		✓
情境的限制	✓		✓

注：✓ = 學習移轉的障礙影響該階段的學習流程

資料來源：李昌雄，2010：41-42；Holton & Baldwin, 2003

第三章 各國公務人員終身學習制度

在終身學習的時代，世界各國回應終身學習趨勢與需求的作法，主要還是從人力資本、訓練發展的角度著手。多數將全民視為終身學習服務對象，少以特定法規或行政命令為公務人員量身打造相應制度，反倒是各權責機關依據其服務對象的差異，其本身服務資源的多寡，而決定提供什麼樣的終身學習制度。例如主管國家勞動力發展的機關，可能因就業及支援產業發展的組織任務，而偏重為不同年齡層國民提供各類專業職業訓練²³，進而在業務上與教育主管機關有著密切的跨組織合作關係，當然也因為前述操作與相關權責機關的主要業務十分吻合，所以在經費或投入預算便較具規模。反之，如果以公務人力主管機關來看，負責廣泛人事管理執掌，終身學習僅能列入既有「訓練與發展」業務，但由於終身學習的規範程度不若一般法定訓練、主管訓練，所以經常呈現較為鬆散的執行狀態。但儘管如此，從數據上得以發現若干國家仍採明訂（並提升）所屬公務人員訓練時數的作法。例如「新加坡政府」明訂所屬公務人員每年的訓練進修時數不得低於 100 小時，同時政府機關不僅編列相應預算做為支持，同時也在訓練時數及學習內容的選擇上賦予公務人員若干學習自主性。此外，因應公務機關執行終身學習業務的共同挑戰——預算壓力、資訊管理、成效評估等。有些國家都成立單一入口網站，結合網路資訊科技創造公務人員終身學習環境。但也有若干國家採取較為開放的管理措施，讓公務人員可以自由到終身學習服務市場上，選擇想要加入的課程，但前提是對這類學習服務提供組織，律定基本規範而進行適當的管理（例如公告各類資歷標準、明訂成為終身學習服務提供組織的條件與申請程序、定期審核相關組織資格等）²⁴。於下就本研究選定的國家，依序說明其終身學習主管機關、辦理單位及相關法規。

²³ 例如「英國國會」在 2000 年通過的「2000 年學習與技能法案」（Learning and Skills Act 2000）中明定成立學習與技能會議（Learning and Skills Council, LSC），其職責之一在於確保提供教育與訓練給 16 到 19 歲的年輕人與 19 歲以上的成年人，並鼓勵個人及員工參加義務教育後的成人教育與訓練（Office of Public Sector Information, 2000；Niace, 2001）。此法案便成為英國推動成人教育和職業訓練的法律依據之一。

²⁴ 例如在英國由「產業大學」（University for industry, Ufi）於 2000 年所創立營運的 learndirect，約有 300 萬英國民眾透過該網站學習技能獲取證照資歷，其數千個線上課程相關服務組織合作。而 Ufi 成立則是在 1998 年，基於新工黨政府的人力提升構想，作法是由英國政府撥款成立「產業大學慈善信託」（Ufi Charitable Trust, UTC），在於這個非政府組織著手辦理；但在 2011 年 10 月 5 日，前述信託宣布已將「產業大學公司」（Ufi Ltd）以 4 仟萬英鎊出售給駿懋銀行集團（Lloyds TSB Banking Group）其下的「駿懋資本開發」（Lloyds TSB Development Capital, LDC）（2013.6.10 檢索自 <http://www.learndirect.co.uk/>）。

第一節 主管機關、辦理單位、相關法規介紹

壹、美國

實施聯邦制的美國，使得美國聯邦政府對於任何美國憲法沒有明定歸屬聯邦權限的議題，或沒有限制州政府不得為之的事宜，都歸屬州政府的權限。在美國，終身學習基本上被歸屬在教育領域，地方政府對於教育領域議題擁有自主權，這也導致難以在眾多地方政府體制中尋找歸納一致性的規定或措施；但是由於地方政府推行教育服務的成效，向來為民眾詬病，聯邦政府仍能運用有限的教育政策權、教育預算支援來引導地方教育的發展方向，千禧年前後通過的〈有教無類法案〉（No Child Left Behind Act, NCLB Act）、〈教育美國法〉（Educate America Act）都堪稱是具體案例（Jakobi, 2009: 133-134）。因此，本研究在探討美國終身學習制度的主管機關、辦理單位、相關法規時，必須以立意選樣方式，從資料可得性、豐富度，選擇聯邦或特定州政府相關制度規定進行介紹。

「美國政府」機關員工的訓練規定，主要依據美國法典（United States Code）Title 5／政府組織與員工（Government Organization and Employees）中的第 41 章（訓練），其中第 4103 條有關「訓練方案建立」〔Establishment of Training Programs〕之規定，是法規定為藉由改善員工與組織表現來幫助達成機構任務與表現目標，各機構首長須遵守本章，應建立、營運、維持與評鑑一個或數個方案，擬定單項或多項計畫後，結合政府與非政府組織的訓練設施執行之。該章之中並詳細規定機構訓練之細節與各機構須遵守之相關事項，此乃美國政府員工訓練之法源所在（趙美聲, 2005: 37; OPM, 2013）。此外，美國數位學習的管道則是 USA Learning，正式名稱為 GoLearn.gov，是美國聯邦政府官員學習與發展的網站。在此網站註冊是免費的，只要擁有.gov 或.mil 電子信箱的美國聯邦政府官員均可申請加入。於下僅將美國公務人員終身學習制度主管機關、辦理單位及相關法規，整理如表 6。

表 6：「美國」公務人員終身學習制度主管機關、辦理單位及相關法規

主管機關/ 辦理單位	機關（或單位）權責、規範內容	說明
符合 5 U.S.C. § 4101 所定義之機關（構）	<ul style="list-style-type: none"> ➢ 法規名稱：5 U.S.C. § 4101（名詞界定） ➢ 內容簡述：規範機關（構）得提供組織成員訓練或教育，以改善其工作績效或組織績效，協助機關（構）達成使命與績效目標。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.law.cornell.edu/uscode/pdf/uscode05/lii_usc_TI_05_PA_III_SP_C_CH_41_SE_4101.pdf ➢ 檢索日期：2013/06/20 ➢ 法規原文：詳見附錄 3。
符合 5 U.S.C. § 4101 所定義之機關（構）	<ul style="list-style-type: none"> ➢ 法規名稱：5 U.S.C. § 4103（訓練方案建立） ➢ 內容簡述：規範機關（構）得提供組織成員訓練或教育，以改善其工作績效或組織績效，協助機關（構）達成使命與績效目標。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.law.cornell.edu/uscode/pdf/uscode05/lii_usc_TI_05_PA_III_SP_C_CH_41_SE_4107.pdf ➢ 檢索日期：2013/06/20 ➢ 法規原文：詳見附錄 4。

符合 5 U.S.C. § 4101 所定義之機關(構)	<p>➤ 法規名稱：5 U.S.C. § 4107 (學位訓練)</p> <p>➤ 內容簡述：規範機關(構)得選送組織成員進修學位，惟過程必須符合功績系統原則；並在符合本條文規定的前提下，提供組織成員相關教育與訓練。</p>	<p>➤ 檢索網址： http://www.law.cornell.edu/uscode/pdf/uscode05/lii_usc_TI_05_PA_III_SP_C_CH_41_SE_4107.pdf</p> <p>➤ 檢索日期：2013/06/20</p> <p>➤ 法規原文：詳見附錄 5。</p>
符合 5 U.S.C. § 4101 所定義之機關(構)	<p>➤ 法規名稱：5 U.S.C. § 4108 (員工協議、繼續服務保證)</p> <p>➤ 內容簡述：規範機關(構)有權決定組織成員的繼續服務保證期限，以保護政府機關的投資，無論是接受政府機關或民間組織所提供的訓練與教育。</p>	<p>➤ 檢索網址： http://www.law.cornell.edu/uscode/pdf/uscode05/lii_usc_TI_05_PA_III_SP_C_CH_41_SE_4108.pdf</p> <p>➤ 檢索日期：2013/06/20</p> <p>➤ 法規原文：詳見附錄 6。</p>
符合 5 U.S.C. § 4101 所定義之機關(構)	<p>➤ 法規名稱：5 U.S.C. § 4109 (訓練支出)</p> <p>➤ 內容簡述：規範機關(構)得與組織成員分攤訓練與教育成本，得歸墊組織成員部分或全部成功完成的訓練與教育成本。規範機關(構)得向民間購買訓練與教育服務。(換言之。各機關可以據此制訂或核定辦法，規範如何提供訓練、學習補貼制度。)</p>	<p>➤ 檢索網址： http://www.law.cornell.edu/uscode/pdf/uscode05/lii_usc_TI_05_PA_III_SP_C_CH_41_SE_4109.pdf</p> <p>➤ 檢索日期：2013/06/20</p> <p>➤ 法規原文：詳見附錄 7。</p>
美國人事管理局 (OPM)	<p>➤ 法規名稱：5 C.F.R. Part 410 (訓練及相關報告規定)</p> <p>➤ 內容簡述</p> <ul style="list-style-type: none"> ● 規範訓練機關首長、主管、員工的責任：建立訓練政策、建立訓練計畫預算的優先順序、發展並維持訓練方案或計畫(包括：確認關乎使命的工作與能力、能力落差、相應策略)、評估計畫與方案 ● 與其他人力資源相關職能部門協調一致 ● 機關首長經常性地評估、修改所屬各類訓練發展計畫或方案 ● 每年評估訓練方案 	<p>➤ 檢索網址： 址：http://archive.opm.gov/cfr/fedregis/2006/71-051006-28547-a.pdf</p> <p>➤ 檢索日期：2013/06/20</p> <p>➤ 法規原文：詳見附錄 8。</p>
美國人事管理局 (OPM)	<p>➤ 法規名稱：5 C.F.R. Part 250 (機構內的人事管理措施規定：員工調查)</p> <p>➤ 內容簡述</p> <ul style="list-style-type: none"> ● 載明政府訓練機關應具備策略規畫的執行與管理能力 ● 至少每年定期評估機關(構)的人力管理方案，以確定其訓練需求 ● 機關(構)必須建置人力資本規劃與投資的持續評量系統，瞭解其對實踐組織使命的衝擊 ● 運用多元訓練方法 ● 機關(構)必須建置終身學習系統(continuous learning system)：員工績效計畫與組織目標協調一致、協助組織成員符合結果導向的要求、績效計畫必須納入具體可衡量標準 ● 必須執行訓練評估系統(相關評估要點如下)：是否產生學習？學習成果可否運用或展現於組織相關的績效或結果？是否展現於工作場域？ 	<p>➤ 檢索網址： 址：http://archive.opm.gov/fedregis/2006/71-082406-49983-a.pdf</p> <p>➤ 檢索日期：2013/06/20</p> <p>➤ 法規原文：詳見附錄 9。</p>

	● 應用回饋機制與各界說明溝通訓練方案 成果與價值	
美國人事管理局 (OPM)	<ul style="list-style-type: none"> ➢ 法源背景：1999 年美國總統柯林頓簽署第 13111 號行政命令 (Executive Order No. 13111)，要求各聯邦政府機關必須善用科技來改善聯邦政府員工的學習訓練狀況。 ➢ 機關作為：構思「個人學習帳戶」(Individual Learning Account, ILA) 作為學習工具。 ➢ 具體案例：Lifelong Learning Accounts (LiLAs) 是開放的終身學習入口，參與對象不受限制。如果是專屬政府員工的學習入口網站，就必須回歸到各機關政府自行開發的學習入口網站，例如：FDIC、CDC、DOD 等。 ➢ 後續發展：2001 年 1 月 12 日再以第 13188 號行政命令，將 13111 號行政命令的效力延長兩年至 2003 年 1 月 11 日。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.gpo.gov/fdsys/pkg/FR-1999-01-15/pdf/99-1185.pdf ➢ 檢索日期：2013/06/20 ➢ 法規原文：Executive Order No. 13111 (詳見附錄 10)。 ➢ 法源解說： http://www.opm.gov/wiki/training/Individual-Learning-Accounts-ILA.ashx ➢ 案例網站： http://www.lifelonglearningaccounts.org/(終身學習帳戶)

貳、加拿大

加拿大聯邦政府的財務、人事、行政管理、審計等執掌，係由國庫委員會 (the Treasury Board) 所承擔，下設秘書處 (Treasury Board of Canada Secretariat, TBS) 執行各項業務。國庫委員會的組織法源是〈財務行政法〉(Financial Administration Act) 第 5 至 13 節。國庫委員會秘書處 (TBS) 的網頁對「學習、訓練與發展相關政策」(Policy on Learning, Training, and Development) 有詳細的介紹，將終身學習²⁵ (continuous learning; apprentissage continu) 定義為：「一個終身訓練、發展與學習的過程，每個人所處的工作環境之中，都存在上述三種活動，每個人都主動參與其中，這就是落實終身學習的理想樣態。」前述法規整理的內容，同時指出原本規範相關業務的「加拿大文官終身學習政策」(The Continuous Learning in the Public Service of Canada) 已於 2005 年 12 月 31 日失效，取而代之的前述政策則於 2006 年 1 月 1 日生效(詳見表 7 的摘述內容)。事實上，加拿大政府網頁對於法規的整理呈現方式，相當完備而友善。以加拿大司法部法律 (Justice Laws Website) 查詢網頁，查詢〈財務行政法〉(Financial Administration Act) 為例，無論是相關資訊或相關規定都會同時表列呈現，並提供資料連結。

「加拿大政府」在推動公務人員終身學習政策也相當仰賴數位學習網站——MyAccount。加拿大文官學院 (Canada School of Public Service, CSPA) 網頁便可直接連結，是一個將創新科技應用在教學與學習，提供公務人員數位學習入口網站及數位自學課程²⁶。2003 年公布的〈文官現代化法〉(the Public Service

²⁵ 加拿大對於終身學習不僅稱為 lifelong learning，反而在許多官方文件上以「持續學習」(continuous learning) 取代之，所以本文將兩個詞彙皆翻譯為「終身學習」。正文所述的翻譯原文為 "a lifelong process of training, development, and learning. Once individuals work in an environment where these three activities are present, and actively participate in each, lifelong learning becomes a reality." 詳見加拿大國庫委員會秘書處 (Treasury Board of Canada Secretariat) 網頁，2013 年 6 月 20 日檢索自網址 <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=12405§ion=text>。

²⁶ MyAccount 的連結網址為 <https://papp.cspa-efpc.gc.ca/Saba/Web/Main> (檢索日期 2013.6.25)。



Modernization Act, PSMA)，為改善文官雇用與勞動關係而制定，進而要求〈文官雇用法〉(Public Service Employment Act, PSEA)、〈文官勞動關係法〉(Public Service Labour Relations Act, PSLRA)、〈加拿大管理發展中心法〉(Canadian Centre for Management Development Act, CCMDA)與財務行政法 (Financial Administration Act, FAA) 等法規必須進行必要的修訂 (Public Service Human Resources Management Agency of Canada, 2005a)，也藉此催生文官學院的成立。為了實際推動該法案，加拿大文官人力資源管理部 (Public Service Human Resources Management Agency of Canada) 明定該法案實施的策略，其中在學習與訓練方面，明定需要接受訓練的人員、內容與學習策略 (Public Service Human Resources Management Agency of Canada, 2005b)。於下僅將加拿大公務人員終身學習制度主管機關、辦理單位及相關法規，整理如表 7。

表 7：「加拿大」公務人員終身學習制度主管機關、辦理單位及相關法規

法規名稱	內容摘述	說明
〈財務行政法〉第 11 節至 12 節第 1 條第 1 項 (Financial Administration Act / section 12(1)(a))	<ul style="list-style-type: none"> ➢ 法規主管機關：加拿大國庫委員會 ➢ 業務主管機關負責人：各行政機關副首長 ➢ 主管業務內容：決定所屬機關成員學習、訓練及發展要求，依據〈財務行政法〉賦予國庫委員會的人力資源管理權責，建立政策或政策指示。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://laws-lois.justice.gc.ca/eng/acts/f-11/ ➢ 檢索日期：2013.06.20 ➢ 法規原文：詳見附錄 11。
「學習、訓練、發展」相關政策彙整 (Policy on Learning, Training, and Development)	<ul style="list-style-type: none"> ➢ 主管機關：加拿大國庫委員會 ➢ 內容簡述：說明主管機關整體「學習、訓練、發展」相關政策，法規依據，各類法定訓練內容說明及其依據等。 ➢ 法規依據：〈財務行政法〉 (Financial Administration Act / section 11.1(1)(f)) 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?section=text&id=12405 ➢ 檢索日期：2013.06.20 ➢ 相關資料：詳見連結網址
加拿大文官學院法 (Canada School of Public Service Act, CSPS Act)	<ul style="list-style-type: none"> ➢ 法規源起：前身為依據〈加拿大管理發展與中心法〉 (Canadian Centre for Management Development Act) (1991. 3. 27) 成立的「加拿大管理發展中心」 (Canadian Centre for Management)；嗣後因〈公共服務現代化法〉 (Public Service Modernization Act) 而於 2004 年 4 月 1 日改制成立。 ➢ 機關權責：加拿大文官學院 (合併加拿大管理發展與訓練中心、語言訓練中心) ➢ 確保公務員獲得知識和技能，履行現在與未來的職責；提供廣泛的學習機會和發展學習文化內的公共服務，擴大公務員的知識基礎，為加拿大人民提供更有效的公共服務。 ➢ 法規生效：2004. 4. 1 (最後修訂 2012. 6. 29) ➢ 上級主管機關：國庫委員會。 ➢ 內容簡述：學院目的之一就是協助機關副首長解決組織的學習需求 (learning needs)。 	<ul style="list-style-type: none"> ➢ 檢索網站 (成立依據)： http://laws-lois.justice.gc.ca/eng/acts/P-33.4/index.html ➢ 檢索網址 (組織法)： http://laws-lois.justice.gc.ca/eng/acts/C-10.13/ ➢ 檢視日期：2013. 06. 25 ➢ 法規原文：請自檢索網址下載。

參、澳大利亞

澳大利亞的國家體制屬於聯邦制，但卻實施著形式上的君主立憲及實質的內閣制，各地方政府對於所屬運作體制有著相當大的自主空間與權利。換言之，以終身學習體制為例，自然可預見其主管機關、辦理單位、相關法規具備分散而多元的現象。但有一點卻是一致的，那就是對於「終身學習」的定義，以澳大利亞「國家職業教育研究中心²⁷」(the National Centre for Vocational Education Research, NCVER) 為例，其認為終身學習對不同人有著不同意義，它可以是鼓勵人們在不同生命階段持續學習，這類終身學習通常強調內在價值的教育與學習；也可以是成人參與正規教育或者是為第二生涯所接受的再訓練；或者是其它強調總體性而非個別需要的學習 (Karmel, 2004: 2)。

在澳洲文官委員會於 (Australian Public Service Commission, APSC) 於 2003 所出版的〈建立能力〉(Building capability: A framework for managing learning and development in the APS) 報告書中，其檢驗了澳洲政府對於成人學習及其相關政策架構的作法後，指出澳洲政府的終身學習政策架構相對地寬鬆，因為澳洲政府的教育架構相當開放，並沒有年齡上的限制。換句話說，澳洲並沒有所謂的終身學習政策，因為沒有實務上的需要，澳洲現有的教育架構便足以鼓勵終身學習²⁸ (APSC, 2003)。

「澳洲政府」在 1992 年成立了澳洲國家訓練機構 (Australia National Training Authority, ANTA)，為國家職業教與訓練的中心。但 2004 年 10 月，澳洲首相 John Howard 宣佈 ANTA 的職權在 2005 年 6 月 30 日停止，並自 2005 年 7 月 1 日以後，原先由 ANTA 掌管的所有事項移交給教育科學與訓練部 (Department of Education, Science and Training, DEST) 所掌管，因此現今澳洲所有訓練機構、課程與方案均在 DEST 的掌管權限內 (Australia Government Department of Education, Science and Training, 2005)，但是伴隨聯邦政府機關組織功能調整，自 2009 年起 DEST 的業務便併入「教育、就業與人力關係部」(the Department of Education, Employment and Workplace Relations, DEEWR)。承前所述，地方政府對當地教育與訓練亦掌有相當的權限，例如在昆士蘭省的線上學習與訓練相關事項，便由昆士蘭省政府勞資關係部 (Department of Industrial Relations) 所管理。再者，以「昆士蘭省政府」所推動的 2000 年〈職業教育、訓練與工作法〉(Vocational Education, Training and Employment Act 2000) 為例，其中詳細規定職業教育與訓

²⁷ 該中心是由澳洲聯邦政府、各級地方政府負責訓練事宜的機關單位所共同擁有的「非營利公司」(not-for-profit company)，獨立自主運作職司澳洲全國職業教育與訓練 (vocational education and training, VET) 相關的研究與統計資料收集、管理、分析、評估與溝通。其公司董事會成員由 9 名組成，分別代表「聯邦政府、各省及領地政府、工業組織、工會組織、訓練機構、國家職業教育研究中心管理代表」(2013.6.20 檢索自「國家職業教育研究中心」網頁，網址為 <http://www.ncver.edu.au/aboutncver/who.html>)。

²⁸ 相關原文如下所述：It is argued that Australia's policy framework for lifelong learning is relatively weak because the educational framework is very open and does not discriminate on the basis of age. In a sense, Australia does not have a policy because it does not need one: its whole approach has encouraged lifelong learning (APSC, 2003).



練的相關事項，其中規範的對象也包括澳洲昆士蘭省政府機關，這便是當地職業訓練與教育的重要法源之一（Vocational Education, Training and Employment Act 2000, 2005）。若以終身學習訓練時數為例，各級政府依其職權與各類職務專業的需要會有不同的規定，例如昆士蘭省政府要求中小學教師每年必須接受 100 小時專業發展訓練（professional development training），其中 30 小時必須透過數位學習方式。換言之，討論澳洲公務人員終身學習議題，同樣必須回歸到公務人員的訓練與發展領域。甚至是澳洲所強調的「職業教育與訓練」(vocational education and training, VET)，這樣的論述可以從 Curry (2010) 以澳洲地方政府為案例所做的研究中所得印證。

因此回歸澳洲公務人員終身學習制度主管機關、辦理單位及相關法規之探討，但由於〈1999 年文官法〉（the Public Service Act 1999）並沒有針對訓練期程做出強制規定，所以就訓練時數長短的議題而言，通常由用人機關（employing agency）考量下述四點實務需求而個別做出規劃與決定，內容分別是²⁹：（1）被指派的訓練責任本質；（2）相關訓練是否吻合既有訓練行程安排或既有套裝訓練課程；（3）是否可以從合格登記訓練提供者（registered training provider / registered training organizations, RTOs）所負責的訓練獲得支持；（4）是否有相關機關（或機構）可以支援所需訓練。

澳洲公務人員的工會組織對於終身學習也有著一定的影響力，以「社區與公部門工會」（Community and Public Sector Union, CPSU）為例，其會員資格廣及各類產業，同時也包括公部門，其所屬「國家文官聯盟」（the State Public Service Federation, SPSF）便有超過 10 萬的政府機關會員，是澳洲最大的工會組織³⁰。CPSU 不僅致力於工會成員福祉，同時也提供訓練課程（例如：管理教育、職業健康安全課程）。如欲想解澳洲整體公務人力的基本資料，可參考「澳洲文官統計要覽」（The Australian Public Service Statistical Bulletin）。於下僅將澳洲公務人員終身學習制度主管機關、辦理單位及相關法規，整理如表 8。

表 8：「澳洲」公務人員終身學習制度主管機關、辦理單位及相關法規

主管機關/ 辦理單位	機關（或單位）權責	說明
澳洲文官委員會 （Australian Public Service Commission）	<ul style="list-style-type: none"> ➤ 法規依據：〈文官法〉（Public Service Act 1999, the PS Act；sections 41(1) and 50(1)） ➤ 機關權責：引領和塑造高效能的澳洲文官（APS）。 ➤ 法定職責： <ul style="list-style-type: none"> ● 明訂文官委員執掌（section 41） 	<ul style="list-style-type: none"> ➤ 檢索網址： http://www.apsc.gov.au/about-the-aps-c/the-commission ➤ 檢視日期：2013.6.25 ➤ 法規原文：詳見檢索網址連結內容。

²⁹ 詳見「澳洲文官委員會」（Australian Public Service Commission, APSC）網站，2013.6.20 檢來自「澳洲文官雇用政策與建議／甄選」（APS employment policy and advice / recruitment and selection）分頁，網址為

<http://www.apsc.gov.au/aps-employment-policy-and-advice/recruitment-and-selection/training>。

³⁰ 2013.6.10 檢來自該組織網站，網址為 <http://www.cpsu.org.au/>。

	<ul style="list-style-type: none"> ● 提交文官報告書 (section 44) 、功績保護報告書至國會 (section 51) 	
<p>澳洲文官委員會 (Australian Public Service Commission)</p>	<ul style="list-style-type: none"> ➢ 澳洲文官委員會 2011-14 年業務協議 (the Australian Public Service Commission Enterprise Agreement 2011-2014) Part K ➢ 依據法規：〈工作平等法〉 (the Fair Work Act 2009) section 172、53 ➢ 協議簡述：規範公務人員雇用相關人事管理事宜、相關權責機關 (包括工會)、相關法規；其中在 Part K 針對「職場發展」、Part L 針對「績效管理與執行」有明確規範 (僅摘述終身學習相關事宜) 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.apsc.gov.au/__data/assets/pdf_file/0020/3683/enterpriseagreement2011-14.pdf ➢ 相關資料：全文請見檢索網址連結內容；部分節錄資料請見附錄 12。 ➢ 依據法規： http://www.comlaw.gov.au/Details/C2009B00096 ➢ 檢索日期：2013.6.20
<p>澳洲審計總署 (The Australian National Audit Office, ANAO)</p>	<ul style="list-style-type: none"> ➢ 依據法規：〈審計法〉 (Auditor-General Act 1997) ➢ 內容簡述：必須向國會及各政府機關提供審計服務 (主要服務對象仍是國會)，這部分涉及成效報告的資料揭露。但因機關之別，其審計責任之履行還分別涉及〈財務管理與課責法〉 (Financial Management and Accountability Act 1997)、「聯邦機關與公司法」 (Commonwealth Authorities and Companies Act 1997)。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.anao.gov.au/About-Us ➢ 依據法規： http://www.comlaw.gov.au/Details/C2012C00445 ➢ 檢索日期：2013.6.20 ➢ 法規原文：詳見檢索網址連結內容。

肆、新加坡

文官學院 (Civil Service College, CSC) 是新加坡官方的公務人員培訓機構，目前下設五大培訓中心、四大業務部門，負責新加坡政府公務人力之訓練、學習、研究與用人發展，提供公務人員學習與分享知識，建立網絡、對話與交換觀點，發展服務倫理；但其同時也提供國際培訓方案，服務世界各國公務人員。「新加坡政府」明訂所屬公務人員每年的訓練進修時數上限可達100小時 (All officers will get up to 100 hours of training per year.³¹；本研究查證後，所謂最高100小時，實務上應與服務機關及公共服務署的訓練補貼有關)，政府機關不僅編列相應預算做為支持，同時也在訓練時數及學習內容的選擇上賦予公務人員若干學習自主性。整體來講，新加坡公務人員終身學習概念，仍是在既有的公務人員訓練發展架構之下，雖然在2002年「人力資源部」 (the Ministry of Manpower) 發布「授權公告」 (Delegation of Powers (Ministry of Manpower) Notification 2002)，將依據〈終身學習基金法〉 (Lifelong Learning Endowment Fund Act) 撥款1至3百萬新加坡幣成立基金，但其服務標的是一般結構性失業者而非公務人員。

新加坡公務人力的訓練與發展，另外還涉及「文官委員會」 (Public Service Commission, PSC) 及「公共服務署」 (public service division) 兩個組織。在「公

³¹ 2013.6.23 檢索自 <http://app.psd.gov.sg/data/PublicServiceHandbook.pdf>。



共服務署」網站可以下載到〈新加坡公務人員手冊³²〉(The Singapore Public Service: One career, Infinite Opportunities)，其中述及新加坡公職的十大競爭優勢，內容與終身學習相關的部分包括：新加坡政府對於訓練與發展的重視（第6點），公務人員可代表新加坡政府出席海外研討會或討論會（第7點），建置完善績效評估與生涯發展架構（第8點），享有學習假（study leave）等各類休假福利（第10點）。但為鼓勵學習，以「文官學院」開設的相關學習、訓練與發展課程為例，除說明學習者所屬機構對相關課程的付費比例之外，多有缺席必須自行繳付全額費用之規定，以目前網站所列「生涯發展」（Life Career Planning）課程為例，便明確指出課程的歸屬主題、教學內容、課程時數、開放對象、所需費用、費用補助等資訊³³。於下僅將新加坡公務人員終身學習制度主管機關、辦理單位及相關法規，整理如表9。

表 9：「新加坡」公務人員終身學習制度主管機關、辦理單位及相關法規

主管機關/ 辦理單位	機關（或單位）權責	說明
文官委員會 (Public Service Commission, PSC)	<ul style="list-style-type: none"> ➢ 組織法規：〈文官委員會與法律服務委員會〉(the Public Service Commission and Legal Service Commission Act) ➢ 文官委員會秘書處：總理公署所轄公共服務署 (Public Service Division, the Prime Minister's Office) 	<ul style="list-style-type: none"> ➢ 檢索網址： http://statutes.agc.gov.sg/aol/home.w3p (連結網址過長，僅提供查詢網站網址) ➢ 檢索日期：2013.6.20 ➢ 相關資料：請至檢索網址輸入英文法規名稱。
公共服務署 (public service division)	<ul style="list-style-type: none"> ➢ 主要職責：文官規制與行政、文官政策與人力招募、人力淘汰與發展。 ➢ 組織結構：下設「文官委員會秘書處、文官學院」，分由一位次長主掌政策、發展議題。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.psd.gov.sg/content/psd/en/aboutpsd/organisation_chart.html ➢ 檢索日期：2013.6.20 ➢ 相關資料：請至檢索網址輸入英文法規名稱。
文官學院 (Civil Service College)	<ul style="list-style-type: none"> ➢ 組織任務：負責新加坡政府公務人力之訓練、學習、研究與用人發展，提供公務人員學習與分享知識，建立網絡、對話與交換觀點，發展服務倫理。 ➢ 組織結構：五大培訓中心、四大業務部門。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.cscollege.gov.sg/Pages/Default.aspx ➢ 檢索日期：2013.6.10 ➢ 法規原文：請至檢索網址輸入英文法規名稱。

³² 2013.6.23 檢索自 <http://app.psd.gov.sg/data/PublicServiceHandbook.pdf>。

³³ 2013.6.23 檢索自

<http://www.cscollege.gov.sg/programmes/Pages/Display%20Programme.aspx?PID=2828>。

第二節 終身學習體制與公務人員生涯發展

壹、美國

為促成終身學習體制的發展，美國知名的人力資源發展組織——「美國訓練與發展學會」(the American Society for Training & Development, ASTD)，曾於 2006 年發表〈解決技能落差〉(Bridging the Skills Gap) 報告書，明確地從個人、組織、政府等層面說明其應為之道。特別在政府層面建議若干創新措施³⁴，包括提供「訓練減稅額」(Training tax credits) 稅賦誘因³⁵、學習領域擴展至溝通領導等層面、運用簽證計畫引進人才 (ASTD Public Policy Council, 2006: 18)。前述「學習領域擴展」部分，曾提案制定〈數位機會投資信任法案〉(the Digital Opportunity Investment Trust Act)，建議成立數位終身學習基金，讓符合美國國內稅法 501(a)、501(c)(3) 的各類民間組織都能申請經費，用於改善年長公民、身心障礙者、職場工作者的數學、科學能力³⁶。延續前述主張，「美國訓練與發展學會」在 2012 年出版當年的〈解決技能落差〉報告書時，持續強調政府部門應採取「訓練扣除額、教育儲蓄帳戶、學費協助」等措施，針對從事終身學習的組織或個人提供協助 (ASTD, 2012: 13)。

聯邦存款保險公司 (Federal Deposit Insurance Corporation, FDIC) 為例，該公司係美國國會基於維持社會大眾對美國財務穩定與信賴而成立的獨立機構 (independent agency)，致力於存款保證、監察與監督財務組織的安全與存款戶保護事宜，甚至是不良財務組織的接管事宜。2010 年其組織運作預算高達 15 億美金、正式員工 5400 人、非正式員工 3600 人，總部設於華盛頓特區，但另有六個區域辦公室、三個臨時辦公室、85 個駐點辦公室 (field office)。該組織為實踐其學習與發展職能，成立了「FDIC 企業大學」(FDIC Corporate University)，並發開「專業學習帳號」(Professional Learning Account, PLA)，規劃多年學習與發展方案，提供基層同仁 (entry level employee) 所需的核職能訓練及工作崗位訓練 (OJT training) 經驗，一路引導其成就在 FDIC 工作所需的專業職能。前

³⁴ 有關「訓練扣除額」部分，目前在美國已經實施的措施有 HOPE credit (希望扣抵；適用於大學第 1 和第 2 年，第 1 年美金 1,000 元學費可完全扣抵，第 2 個美金 1,000 元，可扣抵一半)、Lifelong Learning tax credits (終身學習扣抵；與終身學習帳戶有關--Lifelong Learning Accounts, LiLAs)、education savings accounts (教育儲蓄帳戶)、雇主教育補助金 (Employer-Provided Educational Assistance) (ASTD Public Policy Council, 2006: 18)。相對於此，我國只有教育信託基金、子女教育特別扣除額等。但從實務角度來看，前述措施其實無法涵蓋終身學習的誘因需求，因為薪資工作者本身的終身學習需求並無相關制度充當學習驅力或誘因，例如薪資工作者本身的「教育費免稅額」。

³⁵ 在美國，康乃迪克州第 1 選區民主黨聯邦眾議員 (House of Representative) John Larson，曾於 2010 年 7 月 13 日提案〈終身學習帳戶草案〉(Lifelong Learning Accounts Act of 2010)，希望能夠修改美國〈國內稅法〉(the Internal Revenue Code of 1986)，讓終身學習帳戶可以享有一定的稅捐減免，以利終身學習制度之推行，讓其發揮引導民眾提升技能、創造競爭力的驅力 (2013.6.10 檢索自 <http://www.opencongress.org/bill/111-h5715/show>)。

³⁶ 2013.6.20 檢索自

http://beta.congress.gov/search?Legislative_Source=&q=Digital+Opportunity+Investment+Trust+Act



述「專業學習帳號」每年指定一定的金額與時數給每位組織成員，尤其主管與學習者共同在滿足FDIC業務需求與員工個人學習目標的前提下執行學習計畫。前述計畫隨機選擇 200 位組織成員於 2004 年試行，並於 2007 年至 2009 年期間微調並擴展至全組織成員。2009 年之後便成為FDIC固定學習與發展方案，依據不同層級要求 24 至 28 小時不等的學習時數要求，花費在不同職級同仁身上的經費則是 1500~2500 美金不等，每位學習者花費其PLA經費的前提，不限於與當前工作相關，只要是與FDIC組織使命有關即可，可以到大學裡上課、其他民間開發的課程與研討會、銀行相關研究所課程、領導發展等外部課程，但不包括FDIC企業大學課程，或FDIC所贊助的相關課程或活動，以及所屬各地辦公室所舉辦的研討會，聯邦金融機構檢查委員會（Federal Financial Institution Examination Council, FFIEC）辦理的相關活動；此外，PLA經費的運用可以跨年度推延使用、可以預支來年額度（但必須簽署繼續服務協議書），主管甚至可以在相關業務需求佐證下，給有需要的成員更多的PLA經費或時數。但整體而言，執行過程仍面臨如何維持不同階層同仁參與的難題，以及經費、工會合作、政策發展、系統支持、行銷等挑戰。例如首要之務（同時取得PLA經費的門檻）就是完成個人「生涯發展計畫」（career development plan, CDP），可與組織內得生涯諮商師進行諮詢，最後計畫必須經過主管簽認；其次是提出「訓練要求」，經主管簽認。前述申請程序全部可以由線上辦理（MyEnroll.com；登入畫面詳見圖 7），相關訓練經費的付款也是線上辦理，但受訓學習者必須完成訓練評估表供主管審查³⁷。於下僅將美國公務人員終身學習體制、生涯規劃與職務升遷關係之相關資料，整理如表 10。

³⁷ 相關資料參考自 FDIC 簡報檔案，2013.6.15 檢索自
<http://www.opm.gov/wiki/training/Individual-Learning-Accounts-ILA.ashx>。



圖 7：FDIC「專業學習帳號」登入畫面

表 10：「美國」公務人員終身學習、生涯規劃與職務升遷之關係

相關規定依據	內容摘述	說明
〈美國聯邦法規〉(5 C.F.R. § 410.306)	<ul style="list-style-type: none"> ➢ 規範主題：「甄選指派組織成員接受訓練」(selecting and assigning employees to training) ➢ 內容簡述： <ul style="list-style-type: none"> ● 各機關應依據功績制原則建立公正平等選派的篩選條件 ● 依據〈Intergovernmental Personnel Act〉(府際人事法)在聯邦與地方政府間流動任職者的受訓權益應與保障；相對應方案稱為「府際人事流動方案」(The Intergovernmental Personnel Act Mobility Program) ● 依 5 C.F.R. § 213.3202(d)(10)---「學生公職體驗雇用方案」(the Student Career Experience Program)受雇於政府機關者，依 5 C.F.R. § 410.308(a)---「參與訓練以獲得學位」(Training to obtain an academic degree)之規範，機關可以其支付部分或全部的受訓費用 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.ecfr.gov/cgi-bin/text-idx?c=ecfr&sid=3098262948269d8650f63b050af2012e&rgn=dv5&view=text&node=5:1.0.1.2.58&idno=5#5:1.0.1.2.58.3.18.3 ➢ 檢索日期： 2013.6.15 ➢ 法規原文：詳見附錄 8。
〈美國聯邦法規〉(5 C.F.R. § 410.307)	<ul style="list-style-type: none"> ➢ 規範主題：相關升遷或遷調的訓練 (training for promotion or placement in other positions) ➢ 內容簡述： <ul style="list-style-type: none"> ● 規範安排訓練的參準依據：資歷標準、工作相關、職等提升 ● 相關升遷的訓練：依序競爭程序 (依據 5 C.F.R. 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.ecfr.gov/cgi-bin/text-idx?c=ecfr&sid=3098262948269d8650f63b050af2012e&rgn=dv5&view=text&node=5:1.0.1.2.58&idno=5#5:1.0.1.2.58.3.18.3



	part 335 之規定) ● 相關遷調的訓練：應保障其原有職等與薪俸（依據 5 U.S.C. 4103、5 U.S.C. 5364 之規定）；機關在選派人員參與此類訓練時，必須考量候選人之 KSAs 學習需求與職務上運用能力，或基於「生涯轉換協助計畫（career transition assistance plans, CTAP）」（依據 5 C.F.R. part 330, subpart F 之規定）	de=5:1.0.1.2.58&id no=5#5:1.0.1.2.58. 2.18.2 ➢ 檢索日期： 2013.6.15 ➢ 法規原文：詳見附 錄 8。
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貳、加拿大

加拿大國庫委員會秘書處（Treasury Board of Canada Secretariat）是負責加拿大公務人員管理的核心機關，在〈財務行政法〉第 5 至 13 節的廣泛授權之下運作其職權。影響加拿大公務人員生涯發展與規劃、職務升遷或遷調的因素，目前應該參考「管理課責架構」（Management Accountability Framework, MAF）（詳見圖 8）對各類公務人員應具備能力要件所做出規範。雖然 MAF 是針對組織作為評量對象，但無論是法規或實務從面來看，各機關必須以同樣的評量原則，進而針對所屬組織成員進行評價，依據 2012-2013 年度 MAF 的年度評量報告，係從 15 項管理面向進行評量（但每年評量並不會執行所有面向，而且機關大小有別，評量週期也有 1 年 3 年之別），例如：價值與倫理、成果管理、治理與規劃、公民為中心服務、評估、財務管理與控制、人員管理等；其中與公務人員終身學習、生涯規劃與職務升遷有關的，主要是人員管理，其評量重點係要求受評機關必須針對員工投入、執行領導、多樣性與就業平等、員工學習（employee learning）、績效與人力管理、工作負擔與人力規劃效能、用人（staffing）、官方語言、組織系絡（organizational context）等。整體而言，在加拿大並沒有基於鼓勵公務人員終身學習，進而從評估的角度對此研訂特定誘因制度。換言之，關乎生涯規劃與職務升遷與否鼓勵或規範，必須回歸學習、訓練與發展政策與體制來加以探討，例如權責機關的職權運用規範可以參見〈文官雇用法〉，公務人員績效管理則依據〈財務行政法〉及據此擬定的「績效管理方針」，升遷公平與否則有賴〈就業平等法〉。於下僅將關乎加拿大公務人員終身學習體制、生涯規劃與職務升遷關係的相關資料，整理如表 11。

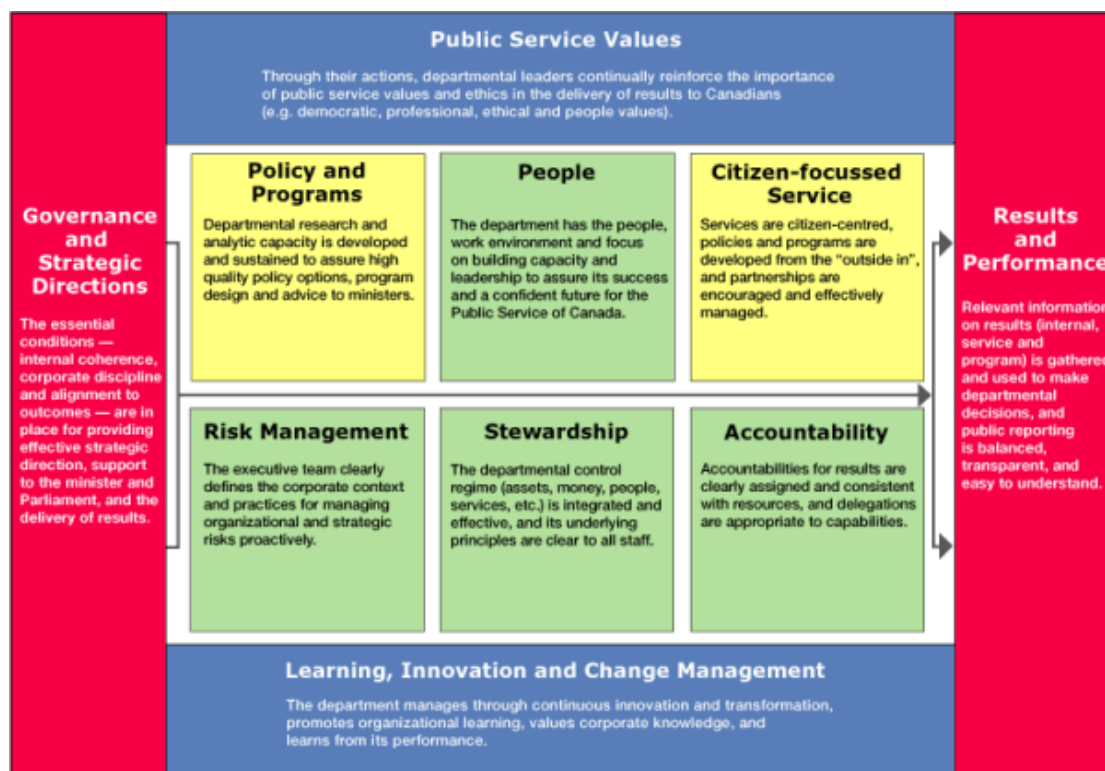


圖 8：加拿大政府文官制度「管理課責架構」³⁸

表 11：「加拿大」公務人員終身學習、生涯規劃與職務升遷之關係

相關規定依據	內容摘述	說明
〈就業平等法〉 (Employment Equity Act)	<ul style="list-style-type: none"> ➢ 法規簡述：規範適用組織，以及相關就業不平等事項的權責機關，以及權責機關劃定之法源依據。 ➢ 權責機關：國庫委員會 (The Treasury Board)、文官委員會 (the Public Service Commission) ➢ 權責劃分法源：〈財務行政法〉 (Financial Administration Act)、〈文官雇用法〉 (the Public Service Employment Act) 	<ul style="list-style-type: none"> ➢ 檢索網頁： http://laws-lois.justice.gc.ca/eng/acts/E-5.401/page-2.html#h-4 ➢ 檢索日期：2013.6.10 ➢ 法規原文：詳見檢索網頁連結內容。
〈文官雇用法〉 (Public Service Employment Act, PSEA)	<ul style="list-style-type: none"> ➢ 法規生效：2003. 11. 7 (最後修訂 2012. 6. 29) ➢ 法規主管機關：加拿大國庫委員會。 ➢ 內容摘述：規範雇用、調任程序的公開、透明，規範文官委員會之組成、任命與職權。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://laws-lois.justice.gc.ca/eng/acts/P-33.01/ ➢ 檢索日期：2013.6.10 ➢ 法規原文：詳見檢索網頁連結內容。
績效管理方針 (Directive on Performance Management)	<ul style="list-style-type: none"> ➢ 受規範組織：〈財務行政法〉 (Financial Administration Act) Schedule I 與 Schedule IV 所列組織 ➢ 績效管理方針 (Directive on Performance Management) <ul style="list-style-type: none"> ● 生效日期：2014. 4. 1 ● 實踐〈財務行政法〉第 7 節與第 11.1 節規定 ● 目的：建立組織成員的共享文化，維持高品質公共服務。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?evttoc=X&section=text&id=27146 ➢ 檢索日期：2013.6.25 ➢ 資料內容：詳見檢索網址連結內容。

³⁸ 2013.6.5 檢索自「加拿大國庫署」網頁，網址為 <http://www.tbs-sct.gc.ca/maf-crg/overview-apercu/elements-eng.asp>。



	<ul style="list-style-type: none"> ● 內容簡述：實施年度績效評估（年度書面、年中評論），建立員工績效管理方案、試用期認證、績效不佳回應措施等。 	
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參、澳大利亞

「澳洲文官委員會」(Australian Public Service Commission, APSC) 為了建立管理澳洲文官學習與發展過程的較佳模式，同時建立以業務成果為導向的澳洲文官學習文化，便與澳洲審計總署 (The Australian National audit Office, ANAO) 合作，再整合審計總署所提供的審計標準之下，於 2003 出版〈能力建立：澳洲文官學習與發展的管理架構〉(Building capability: A framework for managing learning and development in the APS)。報告中分別從高階管理職、第一線主管、人力資源實務工作者角度論述如何處理能力建立及其相關學習發展議題。前述管理架構係由「調和業務需要的學習 (align learning with the business)、整合人力資源及相關業務過程的學習 (integrate learning with HR and other business processes)、創造學習文化 (create a learning culture)、提供適當學習選擇 (provide appropriate learning options)、有效管理學習 (manage learning effectively)、在職場提供相關申請訓練的技能支援 (support application of skills in the workplace)、評估學習與發展 (evaluate learning and development)」等七項原則所組成，並據以澳洲文官訓練與發展原則檢核清單 (詳見附錄 13)。

以「澳洲文官委員會 2011-14 年業務協議」內容所述之「績效評估計畫」為例，澳洲採取提供學習補助、加薪作為明確的鼓勵措施。無論是既有職位分類制下進用的公務人員，或是寬幅薪制分類制度 (Broadbanded Classification) 下進用的同仁，只有一年之中連續有六個月在職³⁹，年度績效評估結果達到「表現良好」(performing well; 2) 或是「表現絕佳」(performance exceptionally; 3) 皆適用績效評估計畫。同時前述協議也規定公務人員必須能參與績效評估計畫的所有過程，主管本身也必須全程參與，就各項要求與績效表現進行討論，以針對後續相關計畫做出建設性建議。所謂的「績效協議」(performance agreement) 就是主管與受評者共同討論發展的結果，指出受評者現有的技能落差，從中確認並記錄受評者的學習、發展要求。除此之外，澳洲跟加拿大一項重視績效管理工具，不僅有依法制訂的「績效評估計畫」，更採行「技能認定與發展」、「學習鼓勵計畫」等具體鼓勵措施。於下僅將關乎澳洲公務人員終身學習體制、生涯規劃與職務升遷關係的相關資料，整理如表 12。

³⁹ 澳洲公務人員的績效評估時程為每年 7 月 1 日至隔年 6 月 30 日，依法主管必須以書面提供受評者期中、期末評估結果與建議。重要是，年度績效被評為「有待加強」(requiring development; 1) 者，必須在受評結果公布後 3 個月再次受評 (ASPC, 2011: 44)。



表 12：「澳洲」公務人員終身學習、生涯規劃與職務升遷之關係

相關規定依據	內容摘述	說明
技能認定與發展 (skills recognition and development) 應為措施	<ul style="list-style-type: none"> ▶ 計畫依據：澳洲文官委員會 2011-14 年業務協議 (Clauses 290-295, Part K) ▶ 內容簡述：以個別公務人員每年績效評估計畫的結果，確認其學習與發展需求，依據各階層公務人員資歷要求律定學習與發展方案。 	<ul style="list-style-type: none"> ▶ 檢索網址： http://www.apsc.gov.au/__data/assets/pdf_file/0020/3683/enterpriseagreement2011-14.pdf ▶ 檢索日期：2013.6.20 ▶ 相關資料：請見附錄 12。
學習鼓勵計畫 (Study Encouragement Scheme)	<ul style="list-style-type: none"> ▶ 計畫依據：澳洲文官委員會 2011-14 年業務協議 (Clauses 296-302, Part K) ▶ 內容簡述：公務人員可以享公假參與正規學習 (高等或職業教育等皆可)，學期期間每週 8 小時有薪給假，每年 4000 澳幣額度鼓勵學習。 	<ul style="list-style-type: none"> ▶ 檢索網址： http://www.apsc.gov.au/__data/assets/pdf_file/0020/3683/enterpriseagreement2011-14.pdf ▶ 檢索日期：2013.6.20 ▶ 相關資料：請見附錄 12。
績效評估計畫 (Performance Appraisal Scheme)	<ul style="list-style-type: none"> ▶ 計畫依據：澳洲文官委員會 2011-14 年業務協議 (Clauses 303-309, Part L) ▶ 內容簡述：協助組織成員瞭解其角色及被期待的工作表現；透過加薪提供改善績效的誘因；連結績效、學習與發展需求。 	<ul style="list-style-type: none"> ▶ 檢索網址： http://www.apsc.gov.au/__data/assets/pdf_file/0020/3683/enterpriseagreement2011-14.pdf ▶ 檢索日期：2013.6.20 ▶ 相關資料：請見附錄 12。

肆、新加坡

由於新加坡公務人力政策已跟隨國際趨勢，強調雙向的「終身受雇能力」(lifetime employability) 而非單向的「終身雇用」(lifetime employment)，因此對於終身學習、訓練、發展議題越加重視，甚至成立「21 世紀文官辦公室」(PS21 Office⁴⁰)，鼓勵公務人員成就自我的回應、彈性與創新能力與意願。前述辦公室所負責的推動事務之一，就是「持續不斷的學習以達成卓越」(Excellence Through Continuous Enterprise and Learning)，強調透過訓練發展，培養公務人員的創造力與團隊合作 (人事行政局，2009：33)。

具體的學習、發展與訓練管道則相當彈性多元，相關報告歸納指出其內容包括：(1) 一般培訓課程：可參加文官學院或各大學提供的短期培訓課程，甚至為提升行政官職制定政策的能力，可以申請為期 4 個月的社區實習 (Community Attachment Programme)，藉此參與社區活動並深入了解人民需求。(2) 管理培訓課程：文官學院及各大學都有提供領導管理課程給具有潛力、優秀的中高階公務員，以培養領導人才。(3) 研究所進修或企業學習：申請獎學金到研究所進修取得碩士學位；亦可申請到私部門研究機構或全球化的大型企業實習 (private work attachments)。(4) 申請政府獎學金出國研修：每年公共服務委員會提供 60 種獎學金讓優秀公務員出國研修。其他政府機關亦提供相似的獎學金 (人事行政局，2009：34)。此外，新加坡公務人員進用、評估制度中具有幾項特點，對於促進終身學習有著深遠的影響，也發揮終身學習強調不同階段知識連結的特點，

⁴⁰ 2013.6.10 檢索自 <http://www.ps21.gov.sg/>。新加坡政府在 1995 年開始啟動「21 世紀公共服務運動」(Public Service for the 21st Century)，是所有新加坡政府部門都投入參與的改造活動，公共服務署並設立了「PS21 辦公室」來負責主導推動這個活動。



例如在學成績被列入是否具有擔任公務人員潛力的評估要點之一，採取較長（一般為兩年）的試用評估期限，並要求每半年期出工作報告，還有「潛力門檻」（potential threshold）的評估設置等。於下僅將關乎新加坡公務人員終身學習體制、生涯規劃與職務升遷關係的相關資料，整理如表 13。

表 13：「新加坡」公務人員終身學習、生涯規劃與職務升遷之關係

資料主題	內容摘述	說明
有關「職務升遷」原則之規定	<ul style="list-style-type: none"> ➢ 法規依據：新加坡憲法第 110 條第 2 項 (article 110(2) of the Constitution of the Republic of Singapore) ➢ 內容摘述：公務人員升遷原則必須以文官資歷、經歷與功績原則 (official qualifications, experience and merit) 為基礎 	<ul style="list-style-type: none"> ➢ 檢索網址： http://statutes.agc.gov.sg/aol/home.w3p (連結網址過長，僅提供查詢網站網址) ➢ 檢索日期：2013.6.20 ➢ 相關資料：請至檢索網址輸入英文法規名稱。
有關「訓練與發展」鼓勵措施	<ul style="list-style-type: none"> ➢ 資料來源：「公共服務署」有關訓練與發展機會之介紹 ➢ 每個人每年可參加 100 小時之培訓，每年有計畫地培訓，其中至少 60% 應與工作相關，其他 40% 可能可因應個人未來發展或生涯規劃有關。 ➢ 培訓方式：參與文官學院課程或其他機構的課程；參與國內外會議、研討會或學習之旅。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.psd.gov.sg/content/psd/en/careersinpsd/whypsd/learning_and_developmental_opportunities.html ➢ 檢索日期：2013.6.23 ➢ 法規原文：請至檢索網址輸入手冊英文名稱。
	<ul style="list-style-type: none"> ➢ 資料來源：〈新加坡公務人員手冊〉(The Singapore Public Service Handbook) ➢ 提供課程：基礎發展、個人發展、領導發展、專業發展等四類課程 ➢ 鼓勵誘因： <ul style="list-style-type: none"> ● 學習假 (study leave)：公務人員可以申請全薪或半薪的進休假。 ● 無薪假期：公務人員如須請假處理緊急事件，即可請不支薪假 (例如：進行深造，甚至是陪同配偶赴海外求學)。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://app.psd.gov.sg/data/PublicServiceHandbook.pdf ➢ 檢索日期：2013.6.23 ➢ 法規原文：請至檢索網址輸入手冊英文名稱。

第三節 終身學習體制之跨部門合作現況

壹、美國

雖然掌管美國公務人員終身學習制度的機關主要是「美國人事管理局」，但實際上在相關的訓練法規之中，開宗明義說明其還涉及「預算管理局」(Office of Management and Budget, OMB)、「聯邦總務署」(General Services Administration, GSA)、「聯邦審計總署」(General Accounting Office, GAO) 等聯邦機關，其分別涉及經費編列、訓練服務採購、訓練成效審核，由此不難看出終身學習的組織間合作特性。此外，在美國人事管理局於 2011 年所出版的〈訓練評估實務手冊：展現各階層訓練的價值〉(Training Evaluation Field Guide: Demonstrating the Value of Training at Every Level) 資料中，引述「Kirkpatrick 夥伴有限責任公司」

(Kirkpatrick Partners, LLC) 於 2010 年所註冊的「Kirkpatrick 事業夥伴模式」(Kirkpatrick Business Partnership Model)，該模式相當程度展現當前美國聯邦政府機關在終身學習與訓練發展實務上，與各類服務提供機關(構)的跨部門合作原則與狀況(詳見圖 9)。就原則而言，包括「合作經驗法則(the end is the beginning)、期望達成率(return on expectations, ROE)是最終價值指標、事業夥伴要有能力帶來正面期望達成率、事先說明預期展現的價值、底限價值由各階段共同創造(OPM, 2011:7)。

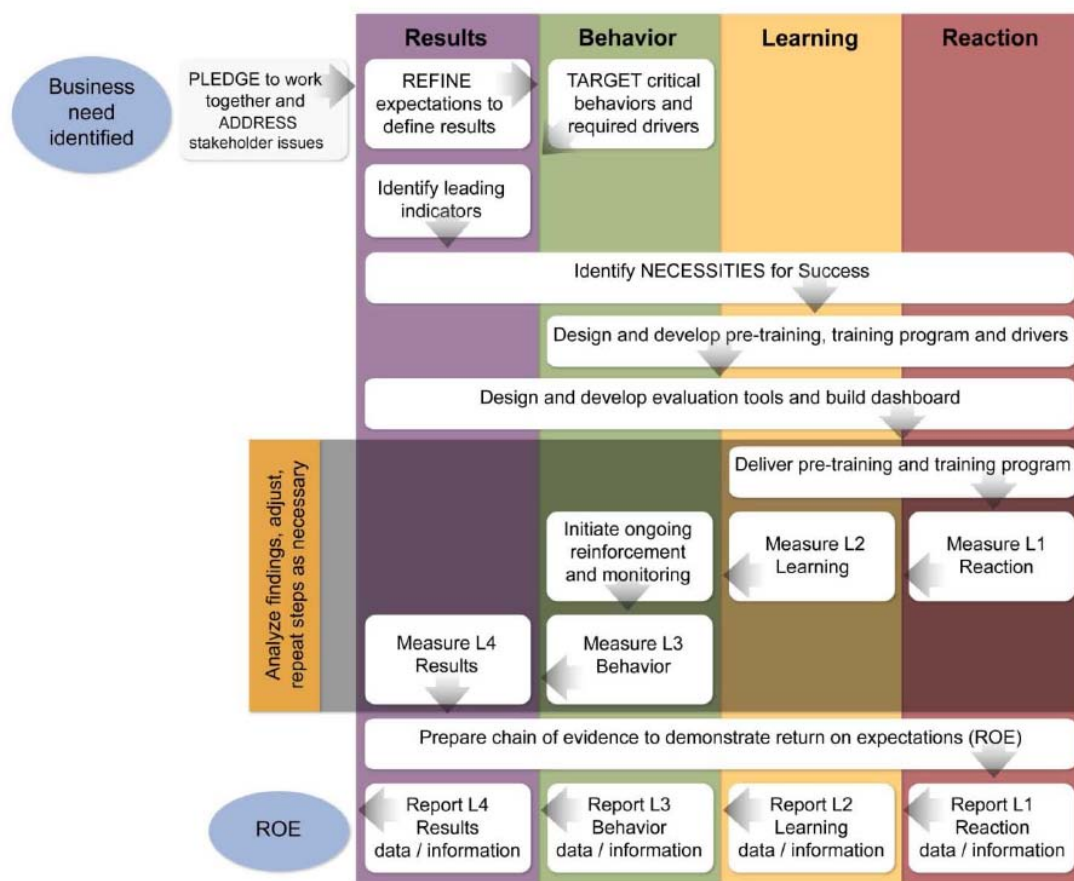


圖 9：Kirkpatrick 事業夥伴模式

資料來源：OPM, 2011: 7

但就合作分工的實務而言，涉入終身學習或訓練的組織間，必須有明確的角色區分與責任分配，以新版Kirkpatrick四階段訓練評鑑模式的「執行階段」為例，便將內部成員、外部夥伴的分工，按照主要責任(primary responsibility, P)次要責任(secondary responsibility, S)提出明確角色責任分工表(詳見表 14)。再者，在人事管理局所出版的〈訓練政策手冊〉(Training Policy Handbook: Authorities and Guidelines⁴¹)中，便述及其授權各機關首長可以自行決定是否與外國政府或國際組織合作，以提供所屬公務人員相關訓練；更明確規定用人機關本身應為的

⁴¹ 2013.6.12 檢索自

https://cpolrhp.belvoir.army.mil/west/FunctionalAreas/CHRA/hrd/Training_policy_hndbk04.pdf。



人事管理權責，以及應建立跨機關訓練設施落實人事管理局所規範之能力要求。於下僅將美國公務人員終身學習體制之跨部門合作對象與現況，整理如表 15。

表 14：Kirkpatrick 訓練執行階段之角色責任分工示例

參與者	機關首長	部門主管	訓練主管	第一線主管	工具設計者	評估專家	訓練者	訓練聯絡人、協調者	人力資源	資訊科技	最佳表現者
執行要點											
1、設計並發展訓前計畫、訓練計畫與相關驅力			S		P		S	S	S	S	
2、設計並發展評估工具			S		P	P	S			S	
3、建立控管表			P		S	P	S			S	
4、提供訓前計畫、正式訓練			S				p	S			
5、衡量「反應、學習」層次成果			S			p	P	P		S	
6、提出持續性強化與監測計畫		P	P	P		S		S		S	
7、衡量「行為、成果」層次成果			S	P		P		S		S	

資料來源：OPM, 2011: 55

表 15：「美國」機關和學校或企業界合作建立公務人員終身學習制度作法

相關規定依據	內容摘述	說明
〈美國聯邦法典〉第 5 篇第 41 章第 1 條 (5 U.S.C. § 4101)	<p>➢ 規範主題：說明非政府訓練設施 (non-Government facility) 所指為何</p> <p>➢ 內容簡述：</p> <ul style="list-style-type: none"> ● 外國政府或國際組織所屬訓練機構，凡經指定合格便可提供訓練服務 ● 培訓服務可由下述組織或個人提供： <ul style="list-style-type: none"> ✓ 醫療、科學、技術、教育、研究、專業機構、基金會等類型組織 ✓ 企業（商業）、工業、公司、合夥企業、獨資企業等類型組織 ✓ 非政府機關文職、軍職員工以外的個人 	<p>➢ 檢索網址： http://www.law.cornell.edu/uscode/pdf/uscode05/lii_usc_TI_05_PA_III_SP_C_CH_41_SE_4101.pdf</p> <p>➢ 檢索日期：2013.6.20</p> <p>➢ 法規原文：詳見附錄 3。</p>
〈美國聯邦法規〉410.601 節 (5 C.F.R. § 410.601)	<p>➢ 規範主題：要求各政府機關必須提出訓練報告與記錄 (Reporting)</p> <p>➢ 內容簡述：</p> <ul style="list-style-type: none"> ● 各政府機關必須保存訓練計畫、預算與活動記錄，並藉由「人事管理局政府電子資料蒐集系統」(OPM Governmentwide Electronic Data Collection System) 上傳資料 ● 自 2006 年 12 月 31 日起，各政府機關必須將所屬員工訓練資料上傳，上傳資料格式與內容請見「人事記錄指南」(Guide to Personnel Recordkeeping)、「人力資源報告指南」(the Guide to Human Resources Reporting)⁴² 	<p>➢ 檢索網址： http://www.ecfr.gov/cgi-bin/text-idx?c=ecfr&sid=3098262948269d8650f63b050af2012e&rgn=div5&view=text&node=5:1.0.1.2.58&idno=5#5:1.0.1.2.58.5.18.3</p> <p>➢ 檢索日期：2013.6.10</p> <p>➢ 法規原文：詳見附錄 8。</p>

⁴² 兩份指南詳細內容，請依序自下述網址下載

	<ul style="list-style-type: none"> ● 各機關應依據「聯邦檔案管理局」(National Archives and Records Administration, NARA) 規定，建立自己的資料彙整時程 	
〈美國聯邦法規〉410.305 節 (5 C.F.R. § 410.305)	<ul style="list-style-type: none"> ➢ 規範主題: 建立並運用跨機關訓練(Establishing and using interagency training) ➢ 內容簡述: <ul style="list-style-type: none"> ● 鼓勵機關間分享訓練方案(例如 section 4120 of title 5, United States Code 所列機關) ● 人事行政局必須盡力促成本項業務 ● 前述作法依據: 5 U.S.C. § 4103 	<ul style="list-style-type: none"> ➢ 檢索網址: http://www.law.cornell.edu/cfr/text/5/410.305 ➢ 檢索日期: 2013.6.10 ➢ 法規原文: 詳見附錄 8。
第 12107 號行政命令 (Executive Order No. 12107; Dec. 28, 1978)	<ul style="list-style-type: none"> ➢ 規範主題: 有關人事管理機關組織改制 ➢ 內容簡述: <ul style="list-style-type: none"> ● 詹森總統簽署的第 11348 號行政命令(Apr. 20, 1967)，規範人事管理局相關職責功能 ● 前述命令，後由第 12107 號命令修正，以利公務人員訓練法規之落實 ● 改制人事管理局、文官委員會，增設功績保護委員會等 	<ul style="list-style-type: none"> ➢ 檢索網址: http://www.archives.gov/federal-register/codification/executive-order/12107.html ➢ 檢索日期: 2013.6.10 ➢ 法規原文: 詳見檢索網址連結內容。

貳、加拿大

加拿大的公務人員終身學習概念仍是建置在公務人員發展 (employee development) 的架構之下，所以分析 2006 後取代先前名為終身學習的政策文件，便改名為「學習、訓練與發展」政策文件，而在加拿大實務上提供公務人員訓練發展課程的就是文官學院。依據文官學院的策略願景，主要是希望讓「加拿大公務人員能夠具備實踐服務民眾所需要的共同知識與領導管理能力」(CSPS, 2011: 5-6)⁴³。由此可見，加拿大認同終身學習的需求廣及各層次公務人員，有共同需求也有個別發展。據此，加拿大文官學院便將課程活動區分為基本學習、組織領導發展、公部門管理創新、內部服務(這主要是用以支援前述三類課程活動)。從服務據點來看，加拿大文官學院分別在英屬哥倫比亞、亞伯達等 14 個區域提供服務，課程類別則共計有 29 大類(包括線上學習)，各大類之下又細分不同課程而有深淺難易、教學方式之差異，總數超過 350 個課程。其中，要以線上課程所屬課程最為豐富，共計有 17 個次分類(各分類下又有不同課程)，可謂集面授課程之大成；但是分析其課程內容，發現語言課程占比例甚高，專業課程也多為入門介紹⁴⁴。於下僅將加拿大公務人員終身學習體制之跨部門合作對象與現況，整理如表 16。

<http://www.opm.gov/policy-data-oversight/data-analysis-documentation/personnel-documentation/personnel-recordkeeping/recguide2011.pdf>;

http://www.opm.gov/policy-data-oversight/data-analysis-documentation/data-policy-guidance/hr-reporting/ghrr07_toc.pdf (檢索日期: 2013.6.10)。

⁴³ 原文為“Public servants have the common knowledge and the leadership and management competencies they require to fulfill their responsibilities in serving Canadians.” Four program activities support this strategic outcome: Foundational Learning; Organizational Leadership Development; Public Sector Management Innovation; and Internal Services (supports the other three program activities).

⁴⁴ 2013.6.4 檢索自文官學院網頁，網址為

<http://www.cspc.gc.ca/BrowseCoursesBySubject/index-eng.aspx>。



表 16：「加拿大」機關和學校或企業界合作建立公務人員終身學習制度作法

相關資料主題	內容摘述	說明
跨部門人力交流政策 (Policy on Interchange Canada)	<ul style="list-style-type: none"> ➢ 政策宗旨：促進核心行政機關 (core public administration) 與加拿大及國際各界私部門、公部門、非營利部門 (private, public, not-for-profit sectors) 進行人才交流。 ➢ 適用組織：〈財務行政法〉第 11 節 (section 11 of the Financial Administration Act) 所規範的「核心行政機關」 ➢ 主管機關：國庫委員會 ➢ 政策更新日期：2012.6.1 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=12552&section=text#cha1 ➢ 檢索日期：2013.6.10 ➢ 法規原文：相關資料詳見檢索網址。
終身學習計畫 (Lifelong Learning Plan, LLP)	<ul style="list-style-type: none"> ➢ 內容簡述：加拿大政府為推動終身學習計畫，允許民眾在其「註冊的退休儲蓄計畫」(registered retirement savings plans, RRSPs) 中，擁有最高每年 1 萬加幣的免稅儲蓄額 (tax-sheltered savings)，如果是參加全時的訓練或教育則最高可達 2 萬加幣。 	<ul style="list-style-type: none"> ➢ 資料來源：OECD (2004). <i>Co-financing Lifelong Learning: Towards a Systemic Approach</i> (p. 100). Paris: OECD.
線上協力技術方案 (Online Collaborative Technology Program)	<ul style="list-style-type: none"> ➢ 權責機關：加拿大文官學院 ➢ 方案內容：運用網路研討會、社會網絡、播客、虛擬教室等方式，擴大其線上學習服務提供能力。 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.tbs-sct.gc.ca/rpp/2010-2011/inst/ces/ces-eng.pdf ➢ 檢索日期：2013.6.26 ➢ 相關資料：請見檢索網址連結內容。

參、澳大利亞

負責公務人員訓練的澳洲文官委員會，分別在坎培拉、墨爾本等 8 個地區提供課程服務，多數課程都是必須付費的，而且以我國的訓練預算加以對照更是所費不貲（甚至是費用支付來源之別，還有是否加徵 10% 商品和服務稅之別；例如以「職涯發展評量中心」(Career Development Assessment Centre, CDAC) 在坎培拉所提供的評量服務，含稅費用高達 11,750 澳幣)。相對於加拿大，雖然也有付費課程，及共同負擔訓練費用的相關規定 (co-financing)，也同樣有訓練經費額度的規定，受訓者可以自由到服務市場參與各類學習課程，澳洲公務人員學習、訓練與發展機制，可說是更為市場化。

分析「2011-2012 年度」澳洲文官委員會所簽訂的各項契約（依規定超過澳幣 10 萬必須列入），發現與學習、訓練與發展課程有關的簽約者 (contractor) 廣及「飯店業者、會議空間租賃業者、裝潢整建業者、大學、策略顧問公司、清潔公司、會計稽核公司、高階人力管理顧問公司、資訊管理業者、線上民調公司、投資顧問公司、辦公設備租賃公司」；簽約主題則含括「課程支援、訓練場所服務、內部行服務、總務支援」(subject matter) (詳見附錄 14)。從「課程支援」來看，合作組織廣及大學、民間各類專長公司，多以契約採購上來洽定服務。由此可見，澳洲公務人員終身學習業務的跨部門合作對象相當廣泛且具彈性。

依據澳洲文官委員會網站所列相關連結資料來看，主要有為回應〈行政改革的挑戰：澳洲政府行政改革藍皮書〉(Ahead of the Game: Blueprint for the Reform

of Australian Government Administration)⁴⁵，而在 2010 年 7 月所成立的「澳洲政府文官領導、學習與發展策略中心」(APSC Strategic Centre for Leadership, Learning and Development)，該中心設置於文官委員會之下，提供付費性質的人才管理、強化學習與訓練服務，其成立的原委是基於「澳洲政府行政改革諮詢團」(the advisory Group on Reform of Australian Government Administration) 向澳洲總理提交前述報告書後，澳洲總理於 2010 年 3 月 8 號宣布接受該藍皮書所建議的各項措施，並隨即展開具體行動。

此外，澳洲文官委員會相關連結列有「澳紐政府協會」(the Australian and New Zealand School of Government, ANZSOG)，該協會成立於 2002 年，是澳洲與紐西蘭政府結合許多大學及商學院所成立的聯盟，致力於為政府部門或特定議題社群提供學習課程，以加強公部門新生領袖對政策有更深更廣的理解，同時訓練其領導與管理技能。我國與澳紐政府學院的接觸，約始於 2009 年臺灣公共治理研究中心出席其年會，在建立學術聯繫與合作後，進而促成國內公務人員訓練機構與考試院相關業務與其建立合作關係。分析「澳紐政府學院」的網頁，發現其理事會成員有著澳洲聯邦政府代表——「家庭、住宅、社區服務與原住民事務部常務次長」(the Secretary of the Department of Families, Housing, Community Services and Indigenous Affairs)，以及來自各會員組織的機關(構)代表。但就其會員而言，政府會員有 11 個(包括：澳洲聯邦政府、紐西蘭政府、澳洲各省政府等)、大學會員有 16 所。該組織提供給會員組織所屬成員及各界公務人員的服務，包括行政在職專班課程、執行研究、策略領導、地方政府領導、國際方案等。

澳洲政府對於終身學習體制之推動，有賴跨部門合作的認知顯見於「澳洲文官學習與發展管理架構」，以〈能力建立〉報告書為例(APSC, 2003)，該報告書附錄 13 分別從「工作上建議、正規學習與發展、專業組織與社群」三個層面，就可能的學習干預措施提出說明，內容表達對跨部門合作的明確主張與支持。於下僅將澳洲公務人員終身學習體制之跨部門合作對象與現況，整理如表 17。

表 17：「澳洲」機關和學校或企業界合作建立公務人員終身學習制度作法

相關資料內容	內容摘述	說明
合格國家職業教育與訓練管制者(Standards for NVR Registered Training Organisations 2012)	<ul style="list-style-type: none"> ➢ 法規依據：〈國家職業教育與訓練管制者法〉(the National Vocational Education and Training Regulator Act 2011) subsection 185(1) ➢ 合作內容： <ul style="list-style-type: none"> ● 前述法規第 3 節明訂「職業訓練品質架構」(the VET Quality Framework) 就是各類立案 NVR 訓練組織所應遵循的標準 ● 前述「職業訓練品質架構」就 	<ul style="list-style-type: none"> ➢ 法規網址： http://www.comlaw.gov.au/Details/C2011A00012 ➢ 說明資料：詳見 http://www.comlaw.gov.au/Details/F2013L00167/Download ➢ 澳洲資歷架構(Australian Qualifications Framework)：詳見其專頁，網址為 http://www.aqf.edu.au/ ➢ 檢索日期：2013.6.10

⁴⁵ 2013.6.2 檢索自「總理與內閣部」(Australian Government Department of the Prime Minister and Cabinet)，網址為 http://www.dpmc.gov.au/publications/aga_reform/aga_reform_blueprint/#blueprint。



	是澳洲資歷架構 (Australian Qualifications Framework, AQF)	
「文官委員會」合作夥伴分析	<ul style="list-style-type: none"> ➢ 合作主題：課程支援、訓練場所服務、內部行服務、總務支援」 	<ul style="list-style-type: none"> ➢ 檢索網址：2013.6.10 retrieved from http://www.apsc.gov.au/about-the-apsc/parliamentary/contracts-listings/contracts1112 ➢ 檢索日期：2013.6.10 ➢ 說明資料：詳見附錄 14。
「澳紐政府協會」夥伴結構	<ul style="list-style-type: none"> ➢ 內容簡述：政府會員有 11 個 (包括：澳洲聯邦政府、紐西蘭政府、澳洲各省政府等)、大學會員有 16 所 	<ul style="list-style-type: none"> ➢ 檢索網址： http://www.anzsog.edu.au/about-us/governance/members ➢ 檢索日期：2013.6.10 ➢ 說明資料：詳見檢索網址所列資料。

肆、新加坡

分析新加坡文官學院過去由「公共行政與管理培訓中心」(Institute of Public Administration and Management, IPAM) 所負責的「空中學院」經驗 (2001 年建立)，其主要課程來源是 Thomson NETg、SmartForce 與 Skillsoft 等數位學習公司，當時共計約有 226 種現成的課程。前述課程可以依據新加坡公務人員所需具備的五大類能力區分為十三類，這些核心能力內涵則包括：(1) 治理 (governance)；(2) 鑄；(3) 個人效能：資訊科技能力、自我成長與改進；(4) 公務部門 (PS21) 創新：創新與企業、開放負責與投入、整體組織卓越 (total organizational excellence)；(5) 公共行政：溝通、經濟管理、人力資源管理與發展、機關行政 (office administration)、組織發展 (Civil Service College, 2005b)，但目前有關數位學習部分，新加坡文官學院已自行針對特定課程提供數位學習管道 (通常加註 e-learning 以為區別)。前述數位課程服務公司，多數兼具課程開發及數位課程平台功能。換言之，還會有許多專門課程的「數位課程頻道供應商」(channel partners)，以及數位課程的認證機構參與其中，以「Skillsoft」⁴⁶ 為例，便號稱服務 1300 萬線上學習者，其頻道供應商廣及北美、拉丁美洲、歐洲、中東、非洲、亞太地區，其提供的國際認證課程，並與知名認證機構合作，例如「國際專案管理學會」(the Project Management Institute, PMI)、「全美州會計委員會聯合會」(The National Associate of State Boards of Accountancy, NASBA)、「國際人力資源認證學會」(The Human Resources Certification Institute, HRCI) 等。

再者從文官學院的網站介紹發現，其合作夥伴相當廣泛多元，除了其國內知名大學 (例如：國立新加坡大學李光耀公共政策學院)、基金會 (例如：Temasek Foundation) 之外，特別是在國際夥伴部分，區分為東南亞、東北亞、南亞、中東、非洲、其他地區的各國公務人員訓練機構，以及世界上各主要國際組織、基金會、研究中心。於下僅將新加坡公務人員終身學習體制之主要跨部門合作對象及其介紹，整理如表 18。

⁴⁶ 2013.6.10 檢索自 <http://www.skillsoft.com/>。



表 18：「新加坡」機關和學校或企業界合作建立公務人員終身學習制度作法

合作對象	內容摘述	說明
世界各國之合作機關	<ul style="list-style-type: none"> ➤ 分類說明：東南亞、東北亞、南亞、中東、非洲、其他地區的各國公務人員訓練機構，以及世界上各主要國際組織、基金會、研究中心 	<ul style="list-style-type: none"> ➤ 檢索網址： http://www.cscollege.gov.sg/About%20Us/Pages/Partners.aspx ➤ 檢索日期：2013.6.21 ➤ 說明資料：詳見檢索網址連結內容介紹。
個別(人)合作	<ul style="list-style-type: none"> ➤ 合作內容：師資延攬 ➤ 辦法說明：文官學院網頁公開徵求合夥講師(associate partners)，述明徵求之專長領域及申請者要件，希望藉此廣開師資來源 	<ul style="list-style-type: none"> ➤ 檢索網址： http://www.cscollege.gov.sg/careers/Pages/Associate-Trainers.aspx ➤ 檢索日期：2013.6.21 ➤ 說明資料：詳見檢索網址連結內容介紹。



第四章 結論

第一節 研究發現：各國公務人員終身學習實施成效

依據「美國訓練與發展學會」(ASTD)的估算，在2010年全美各類組織（包括政府、營利、非營利部門）總計約投注1,715億美金在員工訓練與發展，平均每位受訓成本約達1,228元美金⁴⁷，但估計約僅有10-20%的訓練移轉（training transfer）成效。若以美國聯邦政府為例，分析對於人力訓練投資所做的努力，或可由各聯邦政府機關積極執行的〈美國復甦與再投資法〉(American Recovery and Reinvestment Act of 2009, ARRA)，前述法規由歐巴馬政府於2009年2月17日簽署實施，由「勞工部」(Department of Labor)針對〈人力投資法〉(Workforce Investment Act of 1998)所轄「訓練與就業服務」相關活動投入39億5千萬美金。美國國防部是相當重視終身學習的聯邦機關之一，不僅公布「終身學習指南」(the Continuous Learning Guide)，還明確要求所屬成員可以參與哪些類型的訓練學習活動，必須滿足每年40個終身學習幣（Continuous Learning Currency, CLC）要求，或兩年80個的要求，前述累積則由終身學習點數（Continuous Learning Points, CLPs）計算獲得，具體的學習活動與點數兌換標準詳見附錄15⁴⁸

若以跨部門人力交流成果來看，加拿大政府的統計顯示在2007至2008財政年度，135位任職於核心行政機關主管職務者參與了跨部門人力交流計畫，585位非主管職務的核心行政機關同仁也參與了前述計畫，另外還有為數不少來自非核心行政機關的主管或非主管也參與了該項計畫。前述統計數據已公布至2011至2012財政年度，總計5年（詳見圖10）⁴⁹。此外，若以2011至2012財政年度的交流組織分配狀況為例，至非政府部門交流的分佈狀況大致為民住民組織（6%）、協會或基金會（5%）、民間企業（9%）、國營企業（7%）、教育組織（5%）、國際組織（5%）。再者，從加拿大國庫委員會秘書處每年提交給國會的人力資源管理報告中，發現幾項與公務人員終身學習有關的指標，分別是「員工參與」(employee engagement)、「多樣性與就業公平」(diversity and employment equity)、「員工學習」(employee learning)、「整體人力管理評價」(overall people management ratings)⁵⁰。這項調查資料收集自39政府機關，其中約有半數資料來自「2011年

⁴⁷ 2013.6.20 檢索自美國聯邦人事管理局，網頁網址為 <http://www.opm.gov/wiki/training/Training-Transfer.ashx>。

⁴⁸ 2013.6.10 檢索自美國國防部「採購、科技、後勤人力」(Department of Defense Acquisition, Technology, and Logistics Workforce, DoD AT&LWF)部門，網址為 <http://www.acq.osd.mil/dpap/docs/cl%20policy.pdf>。

⁴⁹ 2013.6.20 檢索自 <http://www.tbs-sct.gc.ca/dev/iec/ic-ec-2011-12stats-eng.asp>。

⁵⁰ 前述指標調查問項取自加拿大部門「管理課責架構」(Management Accountability Framework, MAF)評分表，評分尺度依序是「強烈認同、可以接受、有改善空間、需要注意」(strong, acceptable, opportunity for improvement, attention required) (TBS, 2010: 9)。「管理課責架構」係由10大要素所組成，其中包括「學習、創新、變革管理」，每年7月啟動，11月到隔年1月由各部門繳交受



公務人員意見調查」(2011 Public Service Employee Survey)，相當程度代表了加拿大公務人員的意見。前述資料的公布始於2008年，在比較2010年及2012年結果後發現，對「員工參與」表示強烈認同的數據從44.44%降至12.82%，可以接受的意見從53.7%降至79.49%；對「多樣性與就業公平」表示可以接受意見的比例，從77.78%上升至92.31%；對「員工學習」表示需要注意的意見比例，從1.85%變成零，表示有改善空間的比例，從37.04%降為15.38%，表示可以接受的比例則從57.41%上升至82.05%；對「整體人力管理評價」表示的有改善空間意見比率，從7.41%變成零，表示可以接受意見從83.33%上升至92.31%(TBS, 2010: 9; TBS, 2012: 3)。

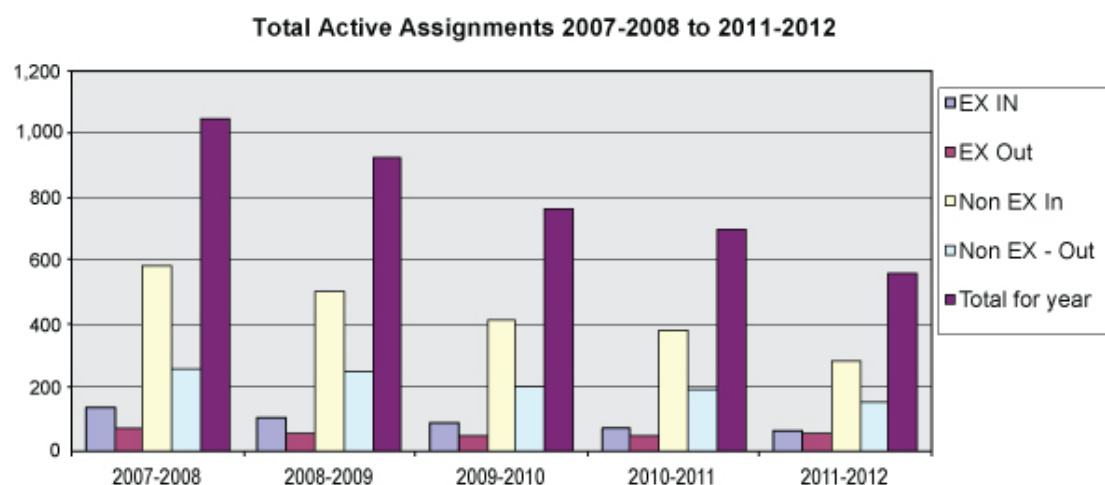


圖10：2007-2008至2011-2012財政年度參與人數統計分配總表

資料來源：檢索自加拿大跨部門人力交流計畫統計網頁 (Interchange Canada Statistics)

加拿大國庫委員會在歷經多年努力後，終於在2009年1月29日與成立於1966年，擁有約18萬公務人員參與的最大工會組織——「加拿大文官聯盟」(the Public Service Alliance of Canada, PSAC)，簽訂了合作備忘錄，確認了全面審核核心行政機關職組結構 (the Occupational Group Structure) 的途徑，已從計畫與行政職組 (the Program and Administrative group)、電腦系統職組 (the Computer Systems group) 著手進行，預計對9萬公務人員產生影響 (TBS, 2009)。

在澳洲，澳洲審計總署 (The Australian National Audit Office, ANAO) 對公務人員的學習訓練成效，擔負著審計角度評估責任，經常公布相關審計報告對外說明，例如〈澳洲文官學習與發展的管理〉(2001-2002 Management of Learning and Development in the APS, No. 64)⁵¹ 績效審計報告，內容便探討澳洲文官學習與發

評資料證據，TBS 則著手準備評估工作，於2月到3月間公布初步評估結果，並與各受評組織展開對話，4月到6月公布最後結果 (2013.6.10 檢索自 <http://www.tbs-sct.gc.ca/maf-crg/overview-apercu/overview-apercu-txt-eng.asp#fig1>)。

⁵¹ 2013.6.10 檢索自



展相關「規畫、整合、服務提供、評估」的改善機會。再者，依據「澳洲文官訓練與發展管理架構」的第7項原則，強調必須從「相關性、適當性、反應、能力獲取、工作績效、學習與發展成果」對各類學習與訓練成果進行評估(APSC, 2003)。在附錄13所列的完整報告中，可以發現相關評估標準的內容皆有詳細說明，同時附有具體評估指標與相關案例以為參考。以「相關性」為例，要求評估指標必須能回應相關訓練與發展方案對業務需求的解決程度，同時必須說明相關方案是否符合組織整體策略規劃、人力規劃、績效管理系統所確定的優先順序，更強調對組織及個人當前與未來能力的改善議題。在這部分的報告，提及「家庭及社區服務部」⁵² (Department of Family and Community Services) 與「外交及貿易部」(Department of Foreign Affairs and Trade) 各自的線上評估系統；以及「運輸與區域服務部」(Department of Transportation and Regional Services) 所建構的「人力投資」(Investors in People, IiP) 標準，該標準透過與員工調查系統、績效管理系統的整合，加上以每年審計調查工作為執行平台，為主管的有效管理豎立標竿。再者，以隸屬澳洲「農業、漁業暨林業部」(Department of Agriculture, Fisheries and Forestry)的「澳洲檢疫及檢查服務處」(Australian Quarantine and Inspection Service, AQIS) 為例，其在2002年達成了「人力投資」⁵³ 驗證組織標準（一般要通過39項要求，取得銅質認證必須滿足額外的26項要求，銀質要滿足額外76項要求，金質要滿足額外126項要求），其對學習與發展方案的評估策略是選定試行方案後，採取由專家審核方案內容，讓方案參與者運用評估表說明對訓練方案的評價，如果參與者的評估指出潛在訓練問題，那就必須執行方案的後續評估行動。以AQIS的「能力本位方案」為例，其實實施的工作崗位評量(OJT assessment)係由參與者執行，要求參與者回答工作情境模擬題目，而在方案開始後12個月之內，便執行事後執行審核(post-implementation review)，這種審核是由焦點團體及受訓者、主管、訓練方案經理共同調查，藉以瞭解學習與發展方案與組織業務發展的相關性。

美國人事管理局為瞭解訓練成效，好向各方利害關係人、決策者展現訓練方案的價值、克服課責議題，依循訓練評估規則、開放政府提案(the Open Government Initiative)、聯邦機構訓練需求、聯邦首席學習官員聯席會(the Federal Chief Learning Officers Council)等方案或組織的期待，於是在15個聯邦機關(構)⁵⁴ 代表的志願參與下進行整天的工作會議，討論〈訓練評估實務手冊：展現各階層

http://www.anao.gov.au/~media/Uploads/Documents/2001%202002_audit_report_64.pdf。

⁵² 澳洲聯邦政府的部會名稱更動頻繁，本文所述部會有若干已因業務調整、機關整併而有變動。例如「家庭及社區服務部」已更名為「家庭、住宅、社區服務與原住民事務部」(Department of Families, Housing, Community Services and Indigenous Affairs, FaHCSIA)。

⁵³ 該項「人力投資」驗證標準(Investors in People accreditation)係由「人力投資」(Investors in People)，在許多國家皆有其推行足跡。例如英國，可參見網址

<http://www.investorsinpeople.co.uk/Home/index.html>；美國，可參見網址；澳洲則是

<http://www.iipaustalia.com/iip-accreditation/beyond-the-standard/>。

⁵⁴ 包括 ADL Colab、EPA、NRC、DHS、FDIC、SEC、DOC、IRS、Smithsonian、DOE、NINSA、State (OPM, 2011: 3)。

訓練的價值》(Training Evaluation Field Guide: Demonstrating the Value of Training at Every Level)的內容，而最終確認的2011年的手冊版本，其內容包括「訓練評估目的與主要原則、六項步驟組成的規劃階段、七項步驟組成的執行階段、兩項要點所組成的價值展現階段」，同時還有許多案例的說明、相關訓練法規、訓練評鑑模式介紹、合作夥伴基礎原則等。若以終身學習實施成效為焦點，依據聯邦政府訓練評估目的來斷定成效 (OPM, 2011: 5)，那麼相關內容則包括：(1) 訓練計畫符合事先確認的發展需求程度？(2) 學習者對訓練內容的精通程度？(3) 學習移轉 (learning transfer) 在工作場域展現的程度？(4) 訓練計畫對整體機關 (構) 使命達成的貢獻程度？

此外，為了確實掌握聯邦機構在學習與訓練領域投入的成果，美國聯邦人事管理局要求各機關 (構) 必須提交訓練資料報告 (training data summary)，若以人事管理局所轄「組織人力整合辦公室」(Enterprise Human Resources Integration) 2011年財政年度所提報的資料為例 (詳見附錄16)，⁵⁵ 各機構投注的訓練預算、訓練時數 (每項訓練課程)、組織成員年度參訓比例、主管人員年度參訓比例 (包括主管訓練)、組織成員數平均直接學習支出 (未區分參訓與否)、參訓成員平均直接學習支出、學習方式、學習資源等分析資料⁵⁵。

除了前述美國、加拿大、澳大利亞、新加坡等國相關資料的彙整陳述之外，由於世界各國普遍將終身學習概念置於教育、學習領域。因此，要探討各國公務人員終身學習實施成效，或可由OECD每年所出版的《教育概況：OECD指標》(Education at a Glance: OECD Indicators) 所列指標內容進行跨年比較，增加對其推行成效的瞭解。因此，對照1998年、2012年報告書的內容，發現其有著相關的延續性指標 (詳見附錄17)，同時符合OECD所界定的終身學習定義。於下僅將相關統計表格及其內容予以摘述分析。承前述各國公務人員終身學習實施成效之說明，為進一步具體歸納各國經驗與措施，進而在下一節提出短中長期政策建議，於下僅依據「權責設計、升遷發展、學習帳戶、誘因機智、跨部門合作」等面向，將各國公務人員終身學習制度彙編成果整理於表19。

表 19：各國公務人員終身學習制度、經驗彙編分析

比較面向	國別	內容摘述	標竿重點
權責設計	➢ 各國	➢ 不特別將公務人員終身學習制度與公務人員訓練發展進行區隔，可以避免制度接軌問題；僅將終身學習內涵與現有訓練發展觀念、組織與制度相結合。	➢ 流程
		➢ 強調資源整合、科技整合；持續投資數位學習環境，提高終身學習與訓練發展的及時性、便利性等，進而提高政策落實程度。	➢ 流程 ➢ 學習 ➢ 持續改善
		➢ 明訂主管機關以能力本位、組織需求為基礎，設計完整的終身學習與訓練發展架構與要求標準，進而作為各權責機關分工推動的依據。	➢ 流程 ➢ 績效

⁵⁵ 2013.6.10 檢索自

<http://www.opm.gov/wiki/uploads/docs/Wiki/OPM/training/Sample%20Agency%20Training%20Report%20FY2010.pdf>。



		<ul style="list-style-type: none"> ➢ 不為公務人員另設終身學習法規，多以「施政方針」、「訓練發展原則」作為引導；至多是在訓練發展法規或權責機關組織法當中，納入以終身學習概念推動其權責業務。 	➢ 流程
		<ul style="list-style-type: none"> ➢ 明訂主管機關每年必須向國會或最高行政機關提出文官體系運作狀況的年報。 	➢ 流程 ➢ 績效
		<ul style="list-style-type: none"> ➢ 各國工會組織普遍有能力影響國家公務人員學習、訓練與發展政策（例如：澳洲國家文官聯盟、加拿大文官聯盟、）；部分工會本身也提供訓練服務。 	➢ 心態
	➢ 美國	<ul style="list-style-type: none"> ➢ 於美國聯邦法規（C.F.R.）明訂：（1）必須執行訓練需求調查；（2）必須建置終身學習系統（continuous learning system）；（3）必須執行訓練成效評估。 	➢ 流程 ➢ 持續改善 ➢ 績效
	➢ 澳洲	<ul style="list-style-type: none"> ➢ 成立非營利公司——「國家職業教育研究中心」，從職業教育與訓練的角度，負責終身學習業務。 	➢ 心態 ➢ 學習
	➢ 新加坡	<ul style="list-style-type: none"> ➢ PS21 辦公室的成立職責之一，就是推動公務人員終身學習。 	➢ 流程
升遷發展	➢ 各國	<ul style="list-style-type: none"> ➢ 強調以「功績原則」作為選派訓練、晉升遷調的基本原則；普遍還有就業平等法制。 ➢ 強調職能原則，普遍為公務人力發展設置有相關發展架構（例如：加拿大 MAF、澳洲 AQF）。 ➢ 普遍強調學習移轉。 	➢ 流程 ➢ 學習 ➢ 學習
	➢ 美國	<ul style="list-style-type: none"> ➢ 為學生開設「公職體驗雇用方案」。 	➢ 學習
	➢ 澳洲	<ul style="list-style-type: none"> ➢ 依據個人績效評估結果，設有加薪鼓勵、追蹤輔導機制。 	➢ 心態 ➢ 績效
學習帳戶	➢ 各國	<ul style="list-style-type: none"> ➢ 公務人員訓練均採付費制（但數位學習部分則安排略有不同），但同時各用人機關或訓練政策權責機關多編有預算作為補貼，但同時賦予公務人員有課程選擇權。 	➢ 心態 ➢ 學習
	➢ 美國	<ul style="list-style-type: none"> ➢ 設有全國性「免費」的數位學習網站（GoLearn.gov）。 ➢ 各機關依需求可自行開發數位學習網站（例如：FDIC）。 	➢ 流程
	➢ 加拿大	<ul style="list-style-type: none"> ➢ 設有全國性「部分付費」的數位學習網站（MyAccount）。 	➢ 心態
	➢ 澳洲	<ul style="list-style-type: none"> ➢ 設有全國性「部分付費」的數位學習網站（My Career, My APS） 	➢ 心態
	➢ 新加坡	<ul style="list-style-type: none"> ➢ 目前以建置在文官學院的數位學習課程為主，可依帳號密碼登入；但以付費課程來說，必須事先提出選課申請，為時兩週可獲申請通知（上課通知）；部分免費課程，則視出席情況決定最終收費結果。 	➢ 心態 ➢ 績效
誘因機制	➢ 美國	<ul style="list-style-type: none"> ➢ 大學學費提供稅制上「訓練扣除額」（HOPE credit）。 ➢ 2010 眾議院議員提案將訓練學習的稅捐誘因予以擴大。 	➢ 心態 ➢ 流程
	➢ 加拿大	<ul style="list-style-type: none"> ➢ 允許民眾在其「註冊的退休儲蓄計畫」中，擁有最高每年 1 萬加幣的免稅儲蓄額，如果是參加全時的訓練或教育則最高可達 2 萬加幣。 	➢ 心態 ➢ 流程
	➢ 澳洲	<ul style="list-style-type: none"> ➢ 提供公假參與學校正規教育學習。 ➢ 每週 8 小時有薪給假，學習津貼每年 4000 澳幣。 	➢ 心態 ➢ 流程
	➢ 新加坡	<ul style="list-style-type: none"> ➢ 提供學習假、獎學金、參訓費用補貼（至多可到 100 小時）。 	➢ 心態 ➢ 流程
跨部門合作	➢ 各國	<ul style="list-style-type: none"> ➢ 鼓勵與各類民間團體進行訓練合作；國家或公務人員本身向民間購買訓練服務現象普遍（都述及與非營利組織合作）。 	➢ 心態 ➢ 流程 ➢ 學習

	<ul style="list-style-type: none"> ➢ 普遍與大學建立深度合作關係（例如：澳洲國立大學、新加坡國立大學李光耀公共政策學院）。 	<ul style="list-style-type: none"> ➢ 心態 ➢ 流程 ➢ 學習
	<ul style="list-style-type: none"> ➢ 有關公務人員訓練資料的彙整、紀錄，多有明文規定不同政府機關之間的合作關係或流程。 	<ul style="list-style-type: none"> ➢ 流程 ➢ 績效
➢ 美國	<ul style="list-style-type: none"> ➢ 明文規定應建立並辦理跨機關訓練、分享訓練資源。 	<ul style="list-style-type: none"> ➢ 心態 ➢ 流程
➢ 澳洲	<ul style="list-style-type: none"> ➢ 政府民間共同成立培訓機構（例如：澳紐政府協會）。 	<ul style="list-style-type: none"> ➢ 心態 ➢ 流程
➢ 新加坡	<ul style="list-style-type: none"> ➢ 特別重視國家合作（但其中不少比例是購買新加坡文官學院培訓服務的合作關係）。 	<ul style="list-style-type: none"> ➢ 學習

說明：本表所指各國係指「美國、加拿大、澳洲、新加坡」四國。

第二節 研究建議：我國公務人員終身學習政策規劃

針對公務人員每年應接受的公務人員終身學習時數、方式等相關事項，從理論層次對國家用人策略進行對話，從而研擬執行性、細節性規定、擬據未來目標，以期能逐年達成政策目標，同時贏得部會共識將相關規定訂定於施行細則、實施要點或訓練進修政策白皮書等。

壹、政策方向建議

CONTINUE TO INVEST IN PEOPLE

Through this process of change, it is essential to continue recruiting talent, though perhaps at a slower pace, and more strategically. This is needed to ensure a continuous stream of leaders for the decades to come. It is also necessary to sustain investments in employee training and development, to ensure that the Public Service maintains the capacity to do its job even as the total size of the workforce is shrinking.--摘述自 2012年加拿大「首相諮詢委員會」提交的文官制度報告⁵⁶

一、參考 OECD 國家終身學習政策方向

在《2013 今日教育：OECD 觀點》(Education Today 2013: The OECD Perspective)一書中，有一章探討著OECD國家最新的「終身學習與成人」(Lifelong Learning and Adults)議題，其歸納各會員國終身學習發展狀況與數據分析後指出幾項政策方向，其中足堪公務人員終身學習制度參考的內容有：針對青年發展其成人學習、終身學習觀念，讓學習訓練與就業發展得以相容，與民間夥伴組織協力共事(OECD, 2012a: 77-78)。此外，在構思政策回應以改善終身學習的過程中，OECD報告書歸納 20 項機制（同時佐有簡單的案例說明），例如：宣揚資歷

⁵⁶ 2013.6.10 檢索自 http://www.clerk.gc.ca/local_grfx/docs/pmac-ccpm/6-2012-eng.pdf。



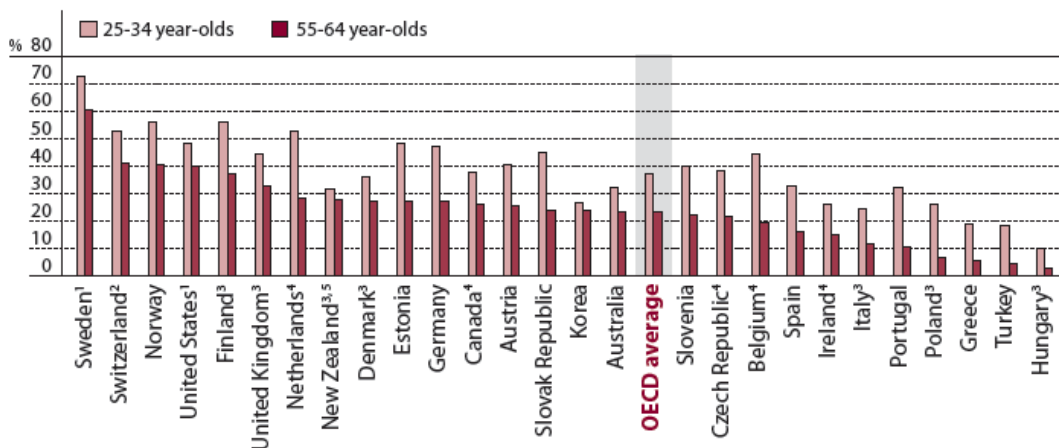
學習的好處、說明就業所需技能為何、建立國家資歷架構⁵⁷、擴大學習者的資歷學習選項、為潛在學習者提供清楚學習路徑、提供學分抵免措施、增加學習計畫彈性以利取得特定資歷 (OECD, 2007: 134-137)。

二、現階段公務人員終身學習時數應朝質量兼顧方向發展

由於中央地方公務人員終身學習資源難以等量齊觀，各機關能夠負擔的終身學習成本也有都會城鄉、中央地方之別，各地方政府終身學習資源整合程度不甚相同，各機關公務同仁終身學習需求與生涯發展架構尚待建立。因此，現階段的公務人員終身學習制度建立重點，建議不以增加時數為手段，但以落實現行 40 小時學習時數要求為目的。以 OECD 國家民眾參與非正規教育比例的資料來看 (詳見圖 11)，25~34 歲成年人參與非正規教育的平均比例約為 40%，55~64 歲僅有 24% 左右；數據表現最佳的是北歐地區會員國，例如瑞典、挪威⁵⁸ 等。另以 OECD 會員國民眾參與非正規教育的時數分析 (詳見圖 12)，發現 OECD 國家民眾參與各類非正規教育的平均時數約超過 50 小時，與工作相關的平均時數則是超過 40 小時。雖然無法獲得一致性數據進行比較，但整體而言，我國公務人員終身學習時數、公務人員參訓比例等數據，都不下於多數 OECD 國家或本研究強調的美國、加拿大、澳大利亞等國家。但在整體終身學習體制與觀念的建置上，卻可借鑒前述國家的相關措施經驗，在不提升強調時數增加的前提下，讓各級公務同仁能夠從終身學習過程感受到實質效益，進而引發終身學習動機、結構化學習內容。

⁵⁷ 所謂「資歷架構」內容為何？Behringer 與 Coles (2003) 的研究提出有 11 項主要內容，分別是範圍、控制、驗證、架構、描述、管道、進度、穩定、授證、授信、國際等概念 (轉引自 OECD, 2007: 35-36)。完整介紹表格詳見附錄 18。另，各國資歷架構可見參考文獻所列網路資料，澳洲政府今年則出版最新的 Australian Qualifications Framework (Australian Qualifications Council, 2013)。

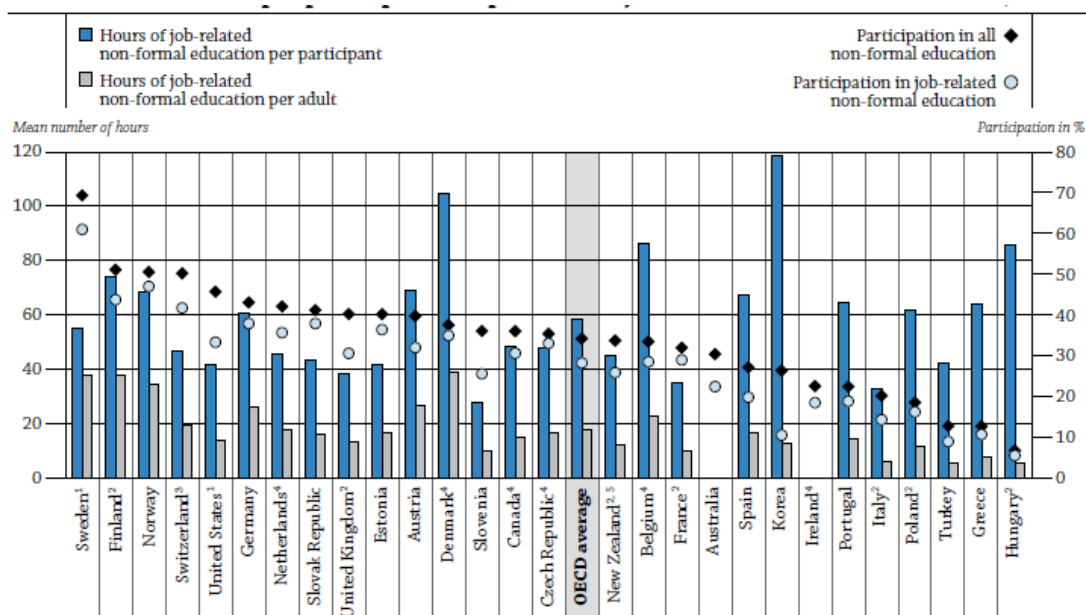
⁵⁸ 參考北歐國家數據之餘，必須理解若干國家的終身學習制度或成人學習，已經與社會福利制度有不同程度的連結，在資源面、文化面皆有相當程度的差異。



1. Year of reference 2005.
 2. Year of reference 2009.
 3. Year of reference 2006.
 4. Year of reference 2008.
 5. Excludes adults who participated only in "short seminars, lectures, workshops or special talks".
 Countries are ranked in descending order of the participation rate of 55-64 year-olds (2007).

圖 11：OECD 國家民眾參與非正規教育比例 (2007 年)

資料來源：OECD, 2012a



1. Year of reference 2005.
 2. Year of reference 2006.
 3. Year of reference 2009.
 4. Year of reference 2008.
 5. Excluding adults who participated only in "short seminars, lectures, workshops or special talks".
 Countries are ranked in descending order of the participation rate in all non-formal education.

圖 12：OECD 會員國民眾參與非正規教育的時數分析 (2007 年)

資料來源：OECD, 2011

貳、制度設計建議

一、建立公務人員終身學習學程規劃

讓朝向不同專業領域發展的公務人員，知道應該在公務生涯當中持續學習哪些知識，運用哪些合格管道獲取這些終身學習資源。例如：到大學上學分班、非學分班、學位進修，參加政府或非政府訓練機關或單位辦理的訓練研習，自費參與的非正式學習活動。前述不同的學習管道或內容各自用什麼樣的標準予以認定，過程中施予哪些學習成效的認定程序，這些都是重要的議題。特別是當公務人員終身學習制度想要與其生涯發展與升遷、獎賞產生關聯時，如一不慎可能導致劣幣驅逐良幣、雙環困境等負面改革效果。

二、仿效國外建立「國家資歷架構及其評估標準」(National Qualification Framework and Its Assessment Standard)

國際上不僅個別國家提出所謂「國家資歷架構」作為連結各項學習與訓練的機制，就連歐盟都有著自己的「歐盟資歷架構」(The European Qualifications Framework, EQF)；而 OECD 報告也指出資歷系統扮演著促進動態終身教育與訓練制度的關鍵角色 (OECD, 2007; OECD, 2013: 78)。在臺灣，有關資歷架構的發展，過去偏重於專門職業技術領域的應用與討論，而且目前也僅止於議題討論階段，勞動資源部成立之後政事如麻，恐怕更可能延宕前述議題的研討規劃。但回歸學習普遍化、專業化、終身化的趨勢，公務體系在鼓勵終身學習之際，卻同樣缺乏對該議題的全面回應與討論，僅將相關概念限定於「公務人員正式訓練領域」，從官職等核心能力培養談起，無法兼顧眾多公務機關投入經費或鼓勵同仁參與非正式學習的現象。未來如果考慮針對公務人員建立所謂「公務資歷架構」(Public Service Qualifications Framework, PSQT)，可以參考本報告所列各國作法之外(例如：附錄 18，或澳洲資歷架構，網址為 <http://www.aqf.edu.au/>；在前述網址可以下載 2013 年才公布的第 2 版澳洲資歷架構，相關執行方式、方法論都有完整的說明)。但更為重要的是在國家用人策略的引導下，以現有各官等核心能力架構為基礎，結合職務升遷概念及職務說明書，選擇適當職系進行研究、隨後擴大為職組，在確認特定職組職系人才的資歷架構後，建議推動「資歷制遷調晉升試辦計畫」，讓有意遷調、有志晉升的公務同仁，知道如何建立自己的「終身學習資歷」，但是前述資歷不僅是對受訓者產生拘束力，同時也應從品質角度對訓練提供者產生管制規範的力量。簡言之，可以讓有志在特定時間內期許自己擔任某一機關單位「科長」職位的公務同仁，知道他(她)必須完成哪些「訓練課程、學習成果」。

三、善用資訊科技優勢推廣並改善公務人員數位終身學習機制

公務人員數位學習政策是具備策略價值的議題，特別在我國既有的資訊科技優勢及各級政府財政限制環境之下。以地方行政研習中心過去在導入「數位學習

2.0」的概念，建立「e 學中心」數位學習網站的經驗來看，相當程度改善學習落差問題，也適度降低地方政府負擔，減少公務員到外地進修的差旅支出、人事成本，以及因員工進修所造成的業務缺口。就數據而言，地方行政研習中心曾以「e 學中心」數位學習網站的成效為例，說明若分析每位公務員的平均認證時數，2006 年平均數位認證 3.39 小時，2007 年地方公務人員的平均數位學習認證時數倍增到 7.7 小時，而 2008 年的平均數位認證更突破 11.49 小時。但不容忽略的是製作、更新數位終身學習教材的錄製成本，這個問題在美國推動數位學習過程也曾遭遇，但其統計資料指出其平均成本在短時間便可大幅降低。

參、立即可行建議

一、評估公務人員終身學習現況

我國〈行政院及所屬機關學校推動公務人員終身學習實施要點〉明文規定人事行政總處需彙整行政院所屬公務同仁終身學習資料，一般公務人員得由「公務人員終身學習入口網」管道開設帳號、登錄彙整，公立學校教師則由「全國教師在職進修資訊網」管道行之，最終還有「公教人員人事管理資訊系統」作為總彙整資料庫，以及公務人員訓練進修協調會報進行院際協調。此外，考試院保訓會對所屬訓練權責事項亦著手彙整相關受訓的統計資料。前述各管道所得皆屬本研究所涉終身學習範疇，但過去相關資料的彙整統一卻未盡周全，加上〈個人資料保護法〉在 2012 年實施後，部分機關基於適法性問題也調整既有的資料彙整作業方式。換言之，在我國公務人員終身學習時數資料等基本資料尚未健全之際，當前探討其相關制度建立的議題，必須納入公務人員終身學習現況的評估措施，以瞭解終身學習需求為何？如何適性地加強而非齊頭式的政策規範討論。以 OECD 每年出版的《教育概況：OECD 指標》(Education at a Glance: OECD Indicators) 報告書為例，其所為之分析並非複雜統計，但卻簡明地指出相關終身學習、訓練發展資源的強化重點，例如：瞭解不同教育程度者、年齡層、性別、就業失業別、職務別等基本人口統計資料，在參與終身學習、訓練發展的狀況(包括時數、意願、投入預算等)。唯有在這些質性與量化基本資料之上，再來討論制度建立與施政重點才能維持方向感。

二、逐步提升最低數位終身學習時數要求

在「善用資訊科技優勢推廣並改善公務人員數位終身學習機制」的前提之下，公務人員終身學習之推動應正視中央與地方政府各自面臨的財政競爭與缺口議題，應當策略性地運用制度建立來降低前述議題壓力，同時解決城鄉終身學習資源落差，以及如何逐步落實學習移轉的核心問題，進而協助公務同仁建立以公職生涯發展為基礎的終身學習觀念、動機與行動。

回顧各國克服城鄉學習資源差距的方式，主要提供數位學習管道解決基礎課程的訓練、學習與發展需求。但對於專業性科目或中高階職位所應接受的訓練學

習課程（尤其是中階職位），便採取更為彈性的作法。例如開放公務同仁就近尋求在地訓練資源的協助，或是提供一定金額的訓練津貼，由學習者可以彈性運用、自由購買。但前述彈性是建立在相當嚴謹有序的資歷架構之下，所以在地的服務提供者必須是所謂的「立案合格的訓練提供者（或組織）」，訓練申請者的主管在前述框架及相關法令規則的授權下，可以決定是否同意訓練津貼的運用規劃；此外，稅捐上的優惠或免稅額的支持，也能夠鼓勵學習者有完全自費（或部分自費）赴異地學習的意願，否則目前對部分偏鄉公務人員來說，奉派受訓似有等同懲罰的意義，因為沒有任何立即性的經費支持或實質誘因，無法報銷費用的結果，受訓就是瘦了他（她）自己的荷包。

雖說前述作法，在我國訓練經費匱乏、訓練觀念不彰，許多政府監督者或民眾甚至提出「訓練有用嗎？」這類質疑的環境下，似乎難以推動。但本研究認為，如果有「公務資歷架構」的規範，短期妥善運用我國各地普設高等教育機構與資源，輔以數位學習的時數提升，不失為可行的策略之一；中長期則應致力於誘因制度建立、資歷架構檢核體制的運作，這些就是從各國經驗獲得的重要啟發。





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一、美國

- 美國聯邦政府人事管理局 (U.S. Office of Personnel Management, U.S. OPM) 「訓練與發展」網頁，網址為 <http://www.opm.gov/policy-data-oversight/training-and-development/>
- 美國法典 (U.S. Code, USC) 查詢網頁，「法律修定顧問辦公室」(Office of the Law Revision Counsel)，網址為 <http://uscode.house.gov/>
- 聯邦法規 (Code of Federal Regulations, CFR) 查詢網頁，「聯邦公報」(The Federal Register) <https://www.federalregister.gov/>；「聯邦公報辦公室」(Office of the Federal Register)，網址為 [http://www.ofr.gov/\(S\(o4e3j521pphf2z5ujxsxawu3\)\)/default.aspx](http://www.ofr.gov/(S(o4e3j521pphf2z5ujxsxawu3))/default.aspx)
- 美國 (U.S. Government Printing Office, U.S. GPO)，網址為 <http://www.gpo.gov/>
- 康乃爾大學法律資訊研究所 (Legal Information Institute, LII)，網址為 <http://www.law.cornell.edu/cfr/text>
- 國會圖書館 (The Library of Congress)，網址為 <http://thomas.loc.gov/home/thomas.php>

二、加拿大

- 加拿大國庫委員會秘書處 (Treasury Board of Canada Secretariat, TBS)，網址為 <http://www.tbs-sct.gc.ca/tbs-sct/index-eng.asp>
- 加拿大文官學院 (Canada School of Public Service, CSPS)，網址為 <http://www.csps-efpc.gc.ca/index-eng.aspx>
- 加拿大公報 (Canada Gazette)，網址為 <http://www.gazette.gc.ca/gazette/home-accueil-eng.php>
- 加拿大司法部法律 (Justice Laws Website) 查詢網頁，網址為 <http://laws-lois.justice.gc.ca/eng/>
- 加拿大政府資料公開網 (data.gc.ca)，網址為 <http://data.gc.ca/eng/about-datagcca>
- 加拿大公務人員數位學習入口網站--MyAccount，網址：<https://papp.csps-efpc.gc.ca/Saba/Web/Main>

三、澳大利亞

- 澳洲文官學院 (Australian Public Service School, APS)，網址為 <http://www.apsc.gov.au/home>
- 澳洲政府普通法 (Common Law) 查詢網，網址為 <http://www.comlaw.gov.au/Home>
- 「澳洲聯邦政府出版品」查詢網，網址為 <http://australia.gov.au/publications>



- 澳洲聯邦政府審計總署 (The Australian National Audit Office, ANAO)，網址為 <http://www.anao.gov.au/>
- 澳洲聯邦政府統計局 (Australian Bureau of Statistics) 網頁，網址為 <http://www.abs.gov.au/>
- 澳洲資歷架構 (Australian Qualifications Framework) 專頁，網址為 <http://www.aqf.edu.au/>
- 澳洲公務人員數位學習入口網站--My Career, My APS，網址：<https://resources.apsc.gov.au/myaps/home.html>

四、新加坡

- 新加坡文官學院 (Singapore Civil Service College, SCSC)，網址為 <http://www.cscollge.gov.sg/>
- 新加坡文官國際合作訓練夥伴 (Singapore Cooperation Programme) 網頁，網址為 http://www.scp.gov.sg/content/scp/training_partnersagencies/training_partners.html#tctpio
- 新加坡人力發展局 (Singapore Workforce Development Agency, WSA) 網頁，網址為 <http://www.wda.gov.sg/>
- 新加坡總檢察署 (Singapore Attorney-General's Chambers) 所轄「新加坡法規資料庫」，網址為：<http://statutes.agc.gov.sg/aol/home.w3p>

五、其他

- OECD 出版品查詢網，網址為 <http://www.oecd.org/about/publishing/>
- OECD Library (需有帳號，或透過大學圖書館資料庫查詢，例如臺大)
- OECD 所轄「國際成人能力評量計畫」(the Programme for the International Assessment of Adult Competencies, PIAAC) 網頁，網址為 <http://www.oecd.org/site/piaac/>
- 歐盟「歐洲資歷架構」(The European Qualifications Framework, EQF) 專頁，網址為 http://ec.europa.eu/eqf/home_en.htm
- 歐盟「終身學習計畫」(Lifelong Learning Programme) 專頁，網址為 <http://eacea.ec.europa.eu/llp/>
- 英國「資歷考試規則辦公室」(Office of Qualifications, Examinations Regulation, Ofqual)，網址為 <http://ofqual.gov.uk/qualifications-and-assessments/qualification-frameworks/>
- 紐西蘭資歷管理局 (New Zealand Qualifications Authority, NZQA) 網頁，網址為 <http://www.nzqa.govt.nz/>



附錄 1：公務人員 100 年度終身學習情形彙整表

序號	機關名稱	公務人員總數【含所屬機關(構)學校】	平均學習時數	平均數位學習時數	平均業務相關學習時數	學習時數小於 40 小時之人數 (占總人數百分比)	
1	內政部	19,718	237.1	73.9	236.7	209	1.1%
2	澎湖縣政府	1,827	234.6	149.3	234.6	176	9.6%
3	雲林縣議會	24	191.1	10.9	191.1	0	0.0%
4	臺南市政府	11,616	190.3	91.8	190.1	406	3.5%
5	嘉義縣政府	4,255	178.6	76.0	178.5	237	5.6%
6	行政院公共工程委員會	179	171.8	108.4	170.4	59	33.0%
7	臺中市政府	14,773	148.5	56.2	148.0	510	3.5%
8	嘉義市政府	1,933	146.9	69.7	146.8	58	3.0%
9	宜蘭縣政府	3,723	144.8	58.1	144.6	360	9.7%
10	行政院人事行政總處	308	140.6	42.2	139.7	18	5.8%
11	彰化縣政府	7,516	137.5	41.6	136.8	731	9.7%
12	花蓮縣政府	3,580	136.9	80.7	136.9	542	15.1%
13	新竹市政府	2,542	132.5	41.1	132.4	142	5.6%
14	新北市市政府	19,397	130.6	45.6	130.5	2,606	13.4%
15	苗栗縣政府	4,424	128.6	53.1	128.3	640	14.5%
16	蒙藏委員會	51	126.3	11.4	126.3	2	3.9%
17	公務人員退休撫卹基金監理委員會	23	126.1	1.9	126.1	2	8.7%
18	雲林縣政府	5,462	125.1	42.4	124.9	951	17.4%
19	交通部	4,113	124.4	29.3	123.8	130	3.2%
20	法務部	15,110	123.6	41.7	123.1	2,486	16.5%
21	南投縣政府	4,308	123.4	45.1	122.6	885	20.5%
22	財政部	11,944	122.0	32.0	121.3	882	7.4%
23	臺東縣政府	3,144	121.2	33.0	121.2	726	23.1%
24	經濟部	5,992	120.7	27.5	119.9	369	6.2%
25	行政院文化建設委員會	688	119.1	19.4	118.6	9	1.3%
26	基隆市政府	2,795	119.0	26.6	118.9	600	21.5%

27	行政院研究發展考核委員會	279	118.3	16.4	118.0	44	15.8%
28	行政院青年輔導委員會	79	117.3	21.5	116.0	6	7.6%
29	行政院主計總處	579	116.9	5.4	115.8	21	3.6%
30	高雄市政府	19,281	114.1	23.4	113.9	2,462	12.8%
31	行政院衛生署	7,479	113.1	36.5	112.3	507	6.8%
32	新竹縣政府	3,679	112.7	33.5	112.7	877	23.8%
33	行政院國軍退除役官兵輔導委員會	11,150	111.5	26.7	111.0	881	7.9%
34	公平交易委員會	196	111.1	8.0	111.1	34	17.3%
35	公務人員保障暨培訓委員會	141	111.0	20.1	110.9	10	7.1%
36	外交部	1,385	109.8	14.7	109.3	232	16.8%
37	行政院海岸巡防署	2,603	108.9	13.2	108.7	228	8.8%
38	新竹縣議會	24	107.9	22.7	107.9	3	12.5%
39	行政院環境保護署	802	105.6	21.4	105.1	30	3.7%
40	彰化縣議會	30	105.2	14.4	105.2	5	16.7%
41	行政院農業委員會	4,501	103.0	24.4	102.4	575	12.8%
42	臺北市政府	26,563	100.8	20.4	100.4	3,359	12.6%
43	桃園縣政府	9,536	100.6	37.8	100.4	1,931	20.2%
44	苗栗縣議會	24	100.4	59.1	100.4	1	4.2%
45	國家通訊傳播委員會	469	100.3	11.5	99.0	100	21.3%
46	屏東縣政府	6,601	100.2	50.7	99.9	1,565	23.7%
47	行政院經濟建設委員會	296	99.9	9.9	99.9	52	17.6%
48	臺灣省諮議會	25	98.2	15.2	98.2	1	4.0%
49	國防部	229	97.4	53.6	97.4	1	0.4%
50	行政院原住民族委員會	158	93.7	8.7	93.3	27	17.1%
51	嘉義縣議會	24	91.7	36.2	91.7	2	8.3%
52	臺灣省政府	89	91.4	20.2	89.0	15	16.9%
53	審計部	833	91.2	9.0	91.1	220	26.4%
54	客家委員會	100	89.6	10.0	89.4	10	10.0%

55	僑務委員會	234	88.9	6.1	87.7	75	32.1%
56	行政院體育委員會	93	87.3	17.3	87.3	17	18.3%
57	花蓮縣議會	21	85.7	67.0	83.5	1	4.8%
58	行政院國家科學委員會	670	84.0	15.9	83.2	206	30.7%
59	澎湖縣議會	21	83.7	53.0	83.7	10	47.6%
60	教育部	16,361	83.3	25.7	82.7	3,903	23.9%
61	福建省政府	29	82.0	22.7	82.0	4	13.8%
62	南投縣議會	23	81.6	39.2	81.6	8	34.8%
63	中央選舉委員會	224	79.8	21.8	79.2	47	21.0%
64	行政院原子能委員會	1,089	79.5	7.6	78.6	212	19.5%
65	行政院大陸委員會	214	78.9	14.8	78.6	75	35.0%
66	考試院	121	76.9	4.9	76.9	19	15.7%
67	臺南市議會	53	75.8	48.2	75.8	18	34.0%
68	行政院金融監督管理委員會	918	75.6	7.0	75.6	274	29.8%
69	連江縣議會	7	75.1	29.9	75.1	4	57.1%
70	金門縣政府	1,126	74.3	9.1	74.3	538	47.8%
71	國立故宮博物院	304	71.0	11.9	71.0	54	17.8%
72	考選部	205	68.8	8.8	67.2	60	29.3%
73	高雄市議會	88	68.4	18.0	68.4	29	33.0%
74	宜蘭縣議會	21	68.1	27.2	68.1	3	14.3%
75	行政院	393	66.2	13.6	65.0	143	36.4%
76	行政院新聞局	445	66.2	16.8	65.5	194	43.6%
77	銓敘部	335	64.6	3.8	64.5	149	44.5%
78	中央研究院	274	64.0	7.1	62.3	131	47.8%
79	監察院	358	62.2	8.9	62.0	190	53.1%
80	國史館	132	53.5	5.2	50.6	76	57.6%
81	總統府	244	51.5	5.1	49.2	139	57.0%
82	新竹市議會	26	50.3	16.5	50.3	15	57.7%
83	嘉義市議會	21	50.0	22.0	50.0	17	81.0%
84	臺北市議會	94	48.4	7.0	48.4	58	61.7%

85	司法院	10,505	48.0	8.6	47.5	7,111	67.7%
86	屏東縣議會	28	43.8	13.7	43.8	0	0.0%
87	臺中市議會	64	41.5	16.5	36.3	42	65.6%
88	行政院勞工委員會	1,714	41.4	9.0	41.2	1,433	83.6%
89	福建省連江縣政府	453	41.1	13.0	41.1	328	72.4%
90	桃園縣議會	37	40.0	2.5	37.5	0	0.0%
91	新北市議會	70	37.1	8.2	37.1	47	67.1%
92	國家安全會議	45	33.1	4.2	33.0	36	80.0%
93	立法院	455	31.0	3.0	26.0	367	80.7%
94	臺東縣議會	21	26.0	6.0	26.0	16	76.2%
95	基隆市議會	54	18.0	3.0	18.0	27	50.0%
96	金門縣議會	10	16.7	1.5	16.7	10	100.0%
97	最高法院	已併入司法院					
98	最高行政法院	已併入司法院					
99	國家安全局	無上傳學習時數					
100	公務員懲戒委員會	已併入司法院					
合 計		284,200	125.3	39.8	124.9	43,02	15.1%

說明：各欄位數據，以四捨五入原則取至小數點後第1位。

附錄 2：2010 年全球數位經濟（digital economy）排名與分數之比較

2010 rank (of 70)	2009 rank	Country	2010 score (of 10)	2009 score	2010 rank (of 70)	2009 rank	Country	2010 score (of 10)	2009 score
1	2	Sweden	8.49	8.67	36	38	Malaysia	5.93	5.87
2	1	Denmark	8.41	8.87	37	37	Latvia	5.79	5.97
3	5	United States	8.41	8.60	38	36	Slovakia	5.78	6.02
4	10	Finland	8.36	8.30	39	39	Poland	5.70	5.80
5	3	Netherlands	8.36	8.64	40	41	South Africa	5.61	5.68
6	4	Norway	8.24	8.62	41	40	Mexico	5.53	5.73
7	8	Hong Kong	8.22	8.33	42	42	Brazil	5.27	5.42
8	7	Singapore	8.22	8.35	43	43	Turkey	5.24	5.34
9	6	Australia	8.21	8.45	44	44	Jamaica	5.21	5.33
10	11	New Zealand	8.07	8.21	45	47	Bulgaria	5.05	5.11
11	9	Canada	8.05	8.33	46	45	Argentina	5.04	5.25
12	16	Taiwan	7.99	7.86	47	48	Romania	5.04	5.07
13	19	South Korea	7.94	7.81	48	46	Trinidad & Tobago	4.98	5.14
14	13	United Kingdom	7.89	8.14	49	49	Thailand	4.86	5.00
15	14	Austria	7.88	8.02	50	52	Colombia	4.81	4.84
16	22	Japan	7.85	7.69	51	50	Jordan	4.76	4.92
17	18	Ireland	7.82	7.84	52	51	Saudi Arabia	4.75	4.88
18	17	Germany	7.80	7.85	53	53	Peru	4.66	4.75
19	12	Switzerland	7.72	8.15	54	54	Philippines	4.47	4.58
20	15	France	7.67	7.89	55	55	Venezuela	4.34	4.40
21	20	Belgium	7.52	7.71	56	56	China	4.28	4.33
22	21	Bermuda	7.47	7.71	57	57	Egypt	4.21	4.33
23	23	Malta	7.32	7.46	58	58	India	4.11	4.17
24	25	Spain	7.31	7.24	59	59	Russia	3.97	3.98
25	24	Estonia	7.06	7.28	60	60	Ecuador	3.90	3.97
26	27	Israel	6.96	7.09	61	61	Nigeria	3.88	3.89
27	26	Italy	6.92	7.09	62	64	Vietnam	3.87	3.80
28	28	Portugal	6.90	6.86	63	63	Sri Lanka	3.81	3.85
29	29	Slovenia	6.81	6.63	64	62	Ukraine	3.66	3.85
30	30	Chile	6.39	6.49	65	65	Indonesia	3.60	3.51
31	31	Czech Republic	6.29	6.46	66	66	Pakistan	3.55	3.50
32	34	United Arab Emirates	6.25	6.12	67	69	Kazakhstan	3.44	3.31
33	33	Greece	6.20	6.33	68	67	Algeria	3.31	3.46
34	32	Lithuania	6.14	6.34	69	68	Iran	3.24	3.43
35	35	Hungary	6.06	6.04	70	70	Azerbaijan	3.00	2.97

Note: A four-decimal score is used to determine each country's rank.

資料來源：The Economist, 2010: 4

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscpri.html>).

TITLE 5 - GOVERNMENT ORGANIZATION AND EMPLOYEES
PART III - EMPLOYEES
Subpart C - Employee Performance
CHAPTER 41 - TRAINING

§ 4101. Definitions

For the purpose of this chapter—

- (1) “agency”, subject to section 4102 of this title, means—
 - (A) an Executive department;
 - (B) an independent establishment;
 - (C) a Government corporation subject to chapter 91 of title 31;
 - (D) the Library of Congress;
 - (E) the Government Printing Office; and
 - (F) the government of the District of Columbia;
- (2) “employee”, subject to section 4102 of this title, means—
 - (A) an individual employed in or under an agency; and
 - (B) a commissioned officer of the Environmental Science Services Administration;
- (3) “Government” means the Government of the United States and the government of the District of Columbia;
- (4) “training” means the process of providing for and making available to an employee, and placing or enrolling the employee in, a planned, prepared, and coordinated program, course, curriculum, subject, system, or routine of instruction or education, in scientific, professional, technical, mechanical, trade, clerical, fiscal, administrative, or other fields which will improve individual and organizational performance and assist in achieving the agency’s mission and performance goals;
- (5) “Government facility” means property owned or substantially controlled by the Government and the services of any civilian and military personnel of the Government; and
- (6) “non-Government facility” means—
 - (A) the government of a State or of a territory or possession of the United States including the Commonwealth of Puerto Rico, and an interstate governmental organization, or a unit, subdivision, or instrumentality of any of the foregoing;
 - (B) a foreign government or international organization, or instrumentality of either, which is designated by the President as eligible to provide training under this chapter;
 - (C) a medical, scientific, technical, educational, research, or professional institution, foundation, or organization;
 - (D) a business, commercial, or industrial firm, corporation, partnership, proprietorship, or other organization;
 - (E) individuals other than civilian or military personnel of the Government; and
 - (F) the services and property of any of the foregoing furnishing the training.

(Pub. L. 89–554, Sept. 6, 1966, 80 Stat. 432; Pub. L. 90–206, title II, § 224(a), Dec. 16, 1967, 81 Stat. 642; Pub. L. 97–258, § 3(a)(8), Sept. 13, 1982, 96 Stat. 1063; Pub. L. 103–226, § 2(a)(1), Mar. 30, 1994, 108 Stat. 111.)

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscpri.html>).

Historical and Revision Notes

Derivation	U.S. Code	Revised Statutes and Statutes at Large
5 U.S.C. 2302.		July 7, 1958, Pub. L. 85–507, § 3, 72 Stat. 328.

In paragraph (1), the word “agency” is substituted for “department”. Reference to the “General Accounting Office” is omitted as included in “independent establishment” because of the definition in section 104.

In paragraph (2)(B), the words “in the Department of Commerce” are omitted as unnecessary.

In paragraph (6)(C), the word “agency” is omitted as unnecessary and to avoid confusion with the word “agency” defined by paragraph (1).

In paragraph (6)(E), the words “individuals other than civilian or military personnel of the Government” are substituted for “an individual not a civilian or military officer or employee of the Government of the United States or of the municipal government of the District of Columbia” to conform to paragraph (5).

The definition of “Commission” in former section 2302 (4) is omitted as unnecessary as the title “Civil Service Commission” is fully set out the first time it is used in each section of this chapter.

Standard changes are made to conform with the definitions applicable and the style of this title as outlined in the preface to the report.

Amendments

1994—Par. (4). Pub. L. 103–226 substituted “fields which will improve individual and organizational performance and assist in achieving the agency’s mission and performance goals;” for “fields which are or will be directly related to the performance by the employee of official duties for the Government, in order to increase the knowledge, proficiency, ability, skill, and qualifications of the employee in the performance of official duties;”.

1982—Par. (1)(C). Pub. L. 97–258 substituted “chapter 91” for “sections 846–852 or 856–859”.

1967—Par. (2)(B). Pub. L. 90–206 substituted “Environmental Science Services Administration” for “Coast and Geodetic Survey”.

Effective Date of 1967 Amendment

Amendment by Pub. L. 90–206 effective Dec. 16, 1967, see section 220(a)(1) of Pub. L. 90–206, set out as an Effective Date note under section 3110 of this title.

Transfer of Functions

For transfer of Environmental Science Services Administration to National Oceanic and Atmospheric Administration, see Transfer of Functions note set out under section 5541 of this title.

Delegation of Functions

Functions of President under subsec. (6)(B) of this section delegated to head of each agency concerned, see section 402 of Ex. Ord. No. 11348, Apr. 20, 1967, 32 F.R. 6335, set out as a note under section 4103 of this title.

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscprint.html>).

TITLE 5 - GOVERNMENT ORGANIZATION AND EMPLOYEES

PART III - EMPLOYEES

Subpart C - Employee Performance

CHAPTER 41 - TRAINING

§ 4103. Establishment of training programs

(a) In order to assist in achieving an agency's mission and performance goals by improving employee and organizational performance, the head of each agency, in conformity with this chapter, shall establish, operate, maintain, and evaluate a program or programs, and a plan or plans thereunder, for the training of employees in or under the agency by, in, and through Government facilities and non-Government facilities. Each program, and plan thereunder, shall—

- (1) conform to the principles, standards, and related requirements contained in the regulations prescribed under section 4118 of this title;
- (2) provide for adequate administrative control by appropriate authority;
- (3) provide that information concerning the selection and assignment of employees for training and the applicable training limitations and restrictions be made available to employees of the agency; and
- (4) provide for the encouragement of self-training by employees by means of appropriate recognition of resultant increases in proficiency, skill, and capacity.

Two or more agencies jointly may operate under a training program.

- (b)
- (1) Notwithstanding any other provision of this chapter, an agency may train any employee of the agency to prepare the employee for placement in another agency if the head of the agency determines that such training would be in the interests of the Government.
 - (2) In selecting an employee for training under this subsection, the head of the agency shall consider—
 - (A) the extent to which the current skills, knowledge, and abilities of the employee may be utilized in the new position;
 - (B) the employee's capability to learn skills and acquire knowledge and abilities needed in the new position; and
 - (C) the benefits to the Government which would result from such training.
- (c) The head of each agency shall, on a regular basis—
- (1) evaluate each program or plan established, operated, or maintained under subsection (a) with respect to accomplishing specific performance plans and strategic goals in performing the agency mission; and
 - (2) modify such program or plan as needed to accomplish such plans and goals.

(Pub. L. 89–554, Sept. 6, 1966, 80 Stat. 433; Pub. L. 95–454, title III, § 304, Oct. 13, 1978, 92 Stat. 1146; Pub. L. 103–226, § 2(a)(2), Mar. 30, 1994, 108 Stat. 111; Pub. L. 108–411, title II, § 201(a), Oct. 30, 2004, 118 Stat. 2311.)

Historical and Revision Notes

Derivation	U.S. Code	Revised Statutes and Statutes at Large
5 U.S.C. 2306.		July 7, 1958, Pub. L. 85–507, § 7, 72 Stat. 331.

The words “Within two hundred and seventy days after the date of enactment of this Act [July 7, 1958]” are omitted as obsolete.

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscp.html>).

In paragraph (1), reference to the effective date of the regulations is omitted as obsolete.

Standard changes are made to conform with the definitions applicable and the style of this title as outlined in the preface to the report.

Amendments

2004—Subsec. (c). Pub. L. 108–411 added subsec. (c).

1994—Subsec. (a). Pub. L. 103–226, § 2(a)(2)(A)(i), in introductory provisions, substituted “In order to assist in achieving an agency’s mission and performance goals by improving employee and organizational performance, the head of each agency, in conformity with this chapter, shall establish, operate, maintain, and evaluate” for “In order to increase economy and efficiency in the operations of the agency and to raise the standards of performance by employees of their official duties to the maximum possible level of proficiency, the head of each agency, in conformity with this chapter, shall establish, operate, and maintain”.

Subsec. (a)(3), (4). Pub. L. 103–226, § 2(a)(2)(A)(ii)–(iv), added par. (3) and redesignated former par. (3) as (4).

Subsec. (b)(1). Pub. L. 103–226, § 2(a)(2)(B)(i), substituted “determines that such training would be in the interests of the Government.” for “determines that the employee will otherwise be separated under conditions which would entitle the employee to severance pay under section 5595 of this title.”

Subsec. (b)(2). Pub. L. 103–226, § 2(a)(2)(B)(ii), (iii), redesignated par. (3) as (2), in subpar. (C) substituted “such training” for “retaining the employee in the Federal service”, and struck out former par. (2) which read as follows: “Before undertaking any training under this subsection, the head of the agency shall obtain verification from the Office of Personnel Management that there exists a reasonable expectation of placement in another agency.”

Subsec. (b)(3). Pub. L. 103–226, § 2(a)(2)(B)(ii), redesignated par. (3) as (2).

1978—Pub. L. 95–454 designated existing provisions as subsec. (a) and added subsec. (b).

Effective Date of 1978 Amendment

Amendment by Pub. L. 95–454 effective 90 days after Oct. 13, 1978, see section 907 of Pub. L. 95–454, set out as a note under section 1101 of this title.

Optional Participation of Federal Employees in AIDS Training Programs

Pub. L. 104–146, § 9, May 20, 1996, 110 Stat. 1373, provided that:

“(a) In General.—Notwithstanding any other provision of law, a Federal employee may not be required to attend or participate in an AIDS or HIV training program if such employee refuses to consent to such attendance or participation, except for training necessary to protect the health and safety of the Federal employee and the individuals served by such employees. An employer may not retaliate in any manner against such an employee because of the refusal of such employee to consent to such attendance or participation.

“(b) Definition.—As used in subsection (a), the term ‘Federal employee’ has the same meaning given the term ‘employee’ in section 2105 of title 5, United States Code, and such term shall include members of the armed forces.”

Experimental Program Relating to Acceptance of Voluntary Services From Participants in Executive Exchange Program

Pub. L. 101–416, § 1, Oct. 12, 1990, 104 Stat. 902, authorized a 90-day extension of programs established under Pub. L. 99–424 for individuals who were participating in the program on the expiration date.

Pub. L. 99–424, Sept. 30, 1986, 100 Stat. 964, as amended by Pub. L. 101–87, Aug. 16, 1989, 103 Stat. 595, authorized President to establish an experimental program, to be conducted during fiscal years 1987 through 1990, under which voluntary services could be accepted by the Government, without regard to 31 U.S.C. 1342.

Department of Homeland Security

Exception from provisions of subsec. (a)(1) of this section of those elements of the Department of Homeland Security that are supervised by the Under Secretary of Homeland Security for Information Analysis and Infrastructure Protection through the Department’s Assistant Secretary for Information Analysis, see Ex. Ord. No. 13286, § 86, Feb. 28, 2003, 68 F.R. 10632, set out as a note under section 111 of Title 6, Domestic Security.

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscpri.html>).

Central Intelligence Agency

Exception of Central Intelligence Agency from certain provisions of subsec. (a)(1) of this section, see Ex. Ord. No. 10805, Feb. 18, 1959, 24 F.R. 1301, set out as a note under section 4102 of this title.

Ex. Ord. No. 11348. Further Training of Government Employees

Ex. Ord. No. 11348, Apr. 20, 1967, 32 F.R. 6335, as amended by Ex. Ord. No. 12107, Dec. 28, 1978, 44 F.R. 1055, provided:

By virtue of the authority vested in me by section 301 of Title 3 of the United States Code and by section 2 of the Act of July 7, 1958 (72 Stat. 327), it is ordered as follows:

Part I—General

Section 101. (a) As used in this order, the terms “agency”, “employee”, “Government”, and “training”, have meanings given to those terms, respectively, by section 4101 of Title 5, United States Code.

(b) “Interagency training” means training provided by one agency for other agencies or shared by two or more agencies.

Sec. 102. It is the policy of the Government of the United States to develop its employees through the establishment and operation of progressive and efficient training programs, thereby improving public service, increasing efficiency and economy, building and retaining a force of skilled and efficient employees, and installing and using the best modern practices and techniques in the conduct of the Government’s business.

Sec. 103. The Office of Personnel Management shall provide leadership and guidance to insure that the policy set forth in section 102 is carried out.

Part II—Office of Personnel Management Responsibilities

Sec. 201. The Office of Personnel Management shall plan and promote the development, improvement, coordination, and evaluation of training in accordance with chapter 41 of Title 5, United States Code, and with the policy set forth in section 102 of this order.

Sec. 202. In carrying out its responsibilities under chapter 41 of Title 5, United States Code, and section 201 of this order, the Office shall:

- (a) Advise the President on means for furthering and strengthening programs of training;
- (b) Counsel heads of agencies and other agency officials on the improvement of training;
- (c) Assist agencies to develop sound programs and financial plans for training and provide advice, information, and assistance to agencies on planning, programming, budgeting, operating, and evaluating training programs;
- (d) Identify functional areas in which new or expanded interagency training activity is needed and either conduct such training or arrange for agencies having the substantive competence to do so;
- (e) Coordinate interagency training conducted by and for agencies (including agencies and portions of agencies excepted by section 4102 (a) of Title 5, United States Code);
- (f) Encourage agencies to make appropriate use of non-Government training resources;
- (g) Develop, install, and maintain a system to provide the training data needed to carry out its own functions and to provide staff assistance to the President; and
- (h) Provide for identification and dissemination of findings of research into training technology and undertake or assign to other agencies, such research projects as may be needed.

Part III—Agency Responsibilities and Operations

Sec. 301. The head of each agency shall plan, program, budget, operate, and evaluate training programs in accordance with chapter 41 of Title 5, United States Code, and with the policy set forth in section 102 of this order.

Sec. 302. The head of each agency shall:

- (a) Foster employee self-development by creating a work environment in which self-development is encouraged, by assuring that opportunities for training and self-study materials are reasonably available, where the employee is stationed, and by recognizing self-initiated improvement in performance;
- (b) Provide training for employees without regard to race, creed, color, national origin, sex, or other factors unrelated to the need for training;
- (c) Establish and make full use of agency facilities for training employees;

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(d) Extend agency training programs to employees of other agencies (including agencies and portions of agencies excepted by section 4102 (a) of Title 5, United States Code) and assign his employees to interagency training whenever this will result in better training, improved service, or savings to the Government;

(e) Establish interagency training facilities in areas of substantive competence as arranged by the Office of Personnel Management; and

(f) Use non-Government training resources as appropriate.

Sec. 303. In carrying out his responsibilities, the head of each agency shall, consonant with chapter 41 of Title 5, United States Code, this order, and regulations of the Office of Personnel Management:

(a) Review periodically, but not less often than annually, the agency's program to identify training needed to bring about more effective performance at the least possible cost;

(b) Conduct periodic reviews of individual employee's training needs as related to program objectives;

(c) Conduct research related to training objectives and required for program improvement and effectiveness;

(d) Plan, program, and evaluate training for both short and longrange program needs by occupations, organizations, or other appropriate groups;

(e) Establish priorities for needed training, and provide for the use of funds and manhours in accordance with these priorities;

(f) Utilize the flexibility of work assignments to provide work experience which promotes growth leading to higher quality and greater quantity of work done;

(g) Establish training facilities and services as needed;

(h) Monitor the effectiveness with which self-development is encouraged and on-the-job training is provided at all levels; and

(i) Establish criteria for the selection of employees for training; and

(j) Approve the acceptance of any contributions, awards, or payments to employees authorized by section 401(b) of this order and regulations issued by the Office of Personnel Management.

Part IV—Delegations

Sec. 401. The following functions vested in the President are hereby delegated to the Office of Personnel Management:

(a) The authority under section 4102 (b)(1) of Title 5, United States Code, to designate any agency or part thereof, or any employee or employees therein, as excepted from any provision of chapter 41, of Title 5, United States Code, other than sections 4102, 4111 (b), and 4112; and to designate any such agency or part thereof, or any employee or employees therein previously excepted, as again subject to chapter 41 of Title 5, United States Code, or any provision of that chapter.

(b) The authority under section 4111 (a) of Title 5, United States Code, to fix by regulation the extent to which the contributions, awards, and payments referred to in that section may be made to and accepted by employees.

Sec. 402. The authority vested in the President by section 4101 (6)(B) of Title 5, United States Code, to designate a foreign government or international organization or instrumentality of either as eligible to provide training, is hereby delegated to the head of each agency for his employees except that each such designation shall be made only after the agency head concerned has obtained and given due consideration to the advice of the Department of State thereon prior to the first use of such training facility and thereafter periodically but not less often than once every three years.

Part V—Revocation of Prior Order

Sec. 501. Executive Order No. 10800 of January 15, 1959, is hereby revoked.

Executive Order No. 11451

Ex. Ord. No. 11451, Jan. 19, 1969, 34 F.R. 921, as amended by Ex. Ord. No. 12107, Dec. 28, 1978, 44 F.R. 1055, which established the President's Commission on Personnel Interchange, was superseded by Ex. Ord. No. 12136, May 15, 1979, 44 F.R. 28771, formerly set out below.

Executive Order No. 12136

Ex. Ord. No. 12136, May 15, 1979, 44 F.R. 28771, which continued the President's Commission on Personnel Interchange and renamed it the President's Commission on Executive Exchange, was revoked by Ex. Ord. No. 12493, Dec. 5, 1984, 49 F.R. 47819, formerly set out below.

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscprint.html>).

Executive Order No. 12493

Ex. Ord. No. 12493, Dec. 5, 1984, 49 F.R. 47819, as amended by Ex. Ord. No. 12516, May 21, 1985, 50 F.R. 21417; Ex. Ord. No. 12602, July 15, 1987, 52 F.R. 27187, which continued the President's Commission on Executive Exchange, was revoked by Ex. Ord. No. 12760, § 2, May 2, 1991, 56 F.R. 21062, set out below.

Ex. Ord. No. 12574. Establishing Experimental Program Within President's Commission on Executive Exchange

Ex. Ord. No. 12574, Nov. 20, 1986, 51 F.R. 42199, provided:

By the authority vested in me as President by the Constitution and statutes of the United States of America, including the Executive Exchange Program Voluntary Services Act of 1986 (5 U.S.C. 4103 note , 100 Stat. 964), it is hereby ordered as follows:

Section 1. Establishment of the Program. Effective October 1, 1986, there is established, within the Executive Exchange Program of the President's Commission on Executive Exchange, an experimental program under which Executive agencies of the government may accept voluntary services for the United States from private sector participants in the Executive Exchange Program.

Sec. 2. Program Limits. The experimental program shall be conducted during the fiscal years 1987 through 1989, and not more than ten individuals may commence participation in the program during any fiscal year. Acceptance of voluntary services from such individuals may not result in the displacement of any employee of the government.

Sec. 3. Participant Restrictions. An individual participating in the experimental program shall be considered an employee of the agency to which assigned for purposes of any laws, rules, and regulations of the United States, except that such individual shall not be covered by chapters 51, 53, 63, 83, 87, or 89 of title 5, United States Code, or any comparable provisions relating to classification, pay, leave, retirement, life insurance, or health benefits for employees of the government.

Ronald Reagan.

Ex. Ord. No. 12760. President's Commission on Executive Exchange

Ex. Ord. No. 12760, May 2, 1991, 56 F.R. 21062, provided:

By the authority vested in me as President by the Constitution and the laws of the United States of America, it is hereby ordered as follows:

Section 1. The President's Commission on Executive Exchange is hereby abolished. The Director of the Office of Personnel Management shall be responsible for terminating the functions of the Commission, which shall be completed no later than September 30, 1991.

Sec. 2. Executive Order No. 12493 of December 5, 1984 is revoked.

George Bush.

Ex. Ord. No. 13111. Using Technology To Improve Training Opportunities for Federal Government Employees

Ex. Ord. No. 13111, Jan. 12, 1999, 64 F.R. 2793, as amended by Ex. Ord. No. 13188, Jan. 12, 2001, 66 F.R. 5419; Ex. Ord. No. 13218, § 3(a), June 20, 2001, 66 F.R. 33628; Ex. Ord. No. 13316, § 3(a), Sept. 17, 2003, 68 F.R. 55255, provided:

Advances in technology and increased skills needs are changing the workplace at an ever increasing rate. These advances can make Federal employees more productive and provide improved service to our customers, the American taxpayers. We need to ensure that we continue to train Federal employees to take full advantage of these technological advances and to acquire the skills and learning needed to succeed in a changing workplace. A coordinated Federal effort is needed to provide flexible training opportunities to employees and to explore how Federal training programs, initiatives, and policies can better support lifelong learning through the use of learning technology.

To help us meet these goals, I am creating a task force on Federal training technology, directing Federal agencies to take certain steps to enhance employees' training opportunities through the use of training technology, and an advisory committee on the use of training technology, which also will explore options for financing the training and post-secondary education needed to upgrade skills and gain new knowledge.

Therefore, by the authority vested in me as President by the Constitution and the laws of the United States of America, including the Federal Advisory Committee Act, as amended (5 U.S.C. App.), and in furtherance of the purposes of Chapter 41 of title 5, United States Code, the Government Employees Training Act of 1958 (Public Law 85-507 [see Tables for classification]), as amended, and Executive Order 11348, "Providing for the Further Training of Government

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Employees,” [set out above] and in order to make effective use of technology to improve training opportunities for Federal Government employees, it is ordered as follows:

Section 1. Establishment of the President’s Task Force on Federal Training Technology. (a) The “President’s Task Force on Federal Training Technology” (Task Force) is established. The Task Force shall provide leadership regarding the effective use of technology in training and education; make training opportunities an integral part of continuing employment in the Federal Government; and facilitate the ongoing coordination of Federal activities concerning the use of technology in training. The Task Force shall consist of the heads of the following departments and agencies or their representatives: the Departments of State, the Treasury, Defense, Justice, Interior, Agriculture, Commerce, Labor, Health and Human Services, Housing and Urban Development, Transportation, Energy, and Education; the Office of Personnel Management, General Services Administration, Environmental Protection Agency, National Aeronautics and Space Administration, Small Business Administration, and Social Security Administration; a representative from the Small Agency Council; and representatives from other relevant agencies and related Federal councils, as determined by the Chair and Vice Chair of the Task Force.

(b) Within 30 days of the date of this order, the head of each agency or council shall designate a senior official to serve as a representative to the Task Force. The representative shall report directly to the agency head or the President’s Management Council member on the agency’s or council’s activities under this order.

(c) The Director of the Office of Personnel Management (OPM) shall be the Chair and the representative from the Department of Labor shall be the Vice Chair of the Task Force.

(d) The Chair and Vice Chair shall appoint an Executive Director.

(e) The Task Force member agencies shall provide any required staffing and funding, as appropriate.

Sec. 2. Duties of the Task Force. (a) Within 18 months of the date of this order, the Task Force shall develop and recommend to the President, through the Assistant to the President for Economic Policy and the Assistant to the President for Science and Technology, a policy to make effective use of technology to improve training opportunities for Federal Government employees. The policy should promote and integrate the effective use of training technologies to create affordable and convenient training opportunities to improve Federal employee performance. The Task Force shall seek the views of experts from industry, academia, and State and local governments as the Task Force proceeds, as appropriate. Specifically, the Task Force shall:

(1) develop strategies to improve the efficiency and availability of training opportunities for Federal Government employees;

(2) form partnerships among key Federal agencies, State and local governments, businesses, universities, and other appropriate entities to promote the development and use of high-quality training opportunities;

(3) analyze the use of technology in existing training programs and policies of the Task Force member agencies to determine what changes, modifications, and innovations may be necessary to advance training opportunities;

(4) in consultation with the Department of Defense and the National Institute of Standards and Technology, recommend standards for training software and associated services purchased by Federal agencies and contractors. These standards should be consistent with voluntary industry consensus-based commercial standards. Agencies, where appropriate, should use these standards in procurements to promote reusable training component software and thereby reduce duplication in the development of courseware;

(5) evaluate and, where appropriate, coordinate and collaborate on, research and demonstration activities of Task Force member agencies related to Federal training technology;

(6) identify and support cross-agency training areas that would particularly benefit from new instructional technologies and facilitate multiagency procurement and use of training materials, where appropriate;

(7) in consultation with the General Services Administration, the Office of Personnel Management, and the Office of Federal Procurement Policy of the Office of Management and Budget (OFPP), promote existing and new procurement vehicles that allow agencies to provide innovative training opportunities for Federal employees;

(8) recommend changes that may be needed to existing procurement laws to further the objectives of this order and forward the recommendations to the Administrator of OFPP; and

(b) develop options and recommendations for establishing a Federal Individual Training Account for each Federal worker for training relevant to his or her Federal employment. To the extent permitted by law, such accounts may be established with the funds allocated to the agency for employee training. Approval for training would be within the discretion of the individual employee’s manager. Options and recommendations shall be reported no later than 6 months from the date of this order.

Sec. 3. Duties of All Federal Agencies. (a) Each Federal agency shall, to the extent permitted by law:

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(1) include as part of its annual budget process a set of goals to provide the highest quality and most efficient training opportunities possible to its employees, and a set of performance measures of the quality and availability of training opportunities possible to its employees. Such measures should be, where appropriate, based on outcomes related to performance rather than time allocation;

(2) identify the resources necessary to achieve the aforementioned goals and performance measures articulated in its annual performance plan;

(3) and, where practicable, use the standards recommended by the Task Force and published by the Office of Personnel Management for purchasing training software and associated services; and

(4) subject to the availability of appropriations, post training courses, information, and other learning opportunities on the Department of Labor's America's Learning Exchange (ALX), or other appropriate information dissemination vehicles as determined by the Task Force, to make information about Federal training courses, information, and other learning opportunities widely available to Federal employees.

(b) Each Federal agency, to the extent permitted by law, is encouraged to consider how savings achieved through the efficient use of training technology can be reinvested in improved training for their employees.

Sec. 4. Duties of Specific Federal Agencies. (a) In light of the Office of Personnel Management's responsibility for developing Government-wide training policy, coordinating and managing training policy programs, and providing technical assistance to Federal agencies, the Office of Personnel Management or other appropriate agency as determined by the Task Force shall:

(1) in consultation with the Task Force, the Department of Defense, the National Institute of Standards and Technology, the Department of Labor, and other appropriate agencies as determined by OPM, publish the standards for training software and associated services recommended by the Task Force; and

(2) ensure that qualification standards for civil service positions, where appropriate, reflect standard industry certification practices.

(b) The Department of Labor or other appropriate agency as determined by the Task Force shall, subject to the availability of appropriations:

(1) establish a specialized database for Federal training within the framework of the Department of Labor's ALX, or other appropriate information dissemination vehicles determined by the Task Force, to make information about Federal training courses, information, and other learning opportunities widely available to Federal employees;

(2) establish and maintain a training technology website for agencies to post training needs and to foster communication among the agencies and between public and private sector organizations to identify and meet common needs; and

(3) establish a staffed help desk and technology resource center to support Federal agencies using training technology and to facilitate the development of online training courses.

(c) The Department of Defense or other appropriate agency as determined by the Task Force shall:

(1) in consultation with the National Institute of Standards and Technology, lead Federal participation in business and university organizations charged with developing consensus standards for training software and associated services and lead the Federal review of the standards; and

(2) provide guidance to Defense agencies and advise the civilian agencies, as appropriate, on how best to use these standards for large-scale development and implementation of efficient and effective distributed learning technologies.

(d) Each Executive department shall designate at least one subject area of training that it will use to demonstrate opportunities in technology-based training and assign an agency leader in the designated area. Leaders in these training technology experiments shall work closely with other agencies with similar training interests. Each Executive department shall develop a plan for measuring and evaluating the effectiveness, cost-effectiveness, and benefits to employees and the agency for each designated subject area.

[Secs. 5 to 7. Revoked by Ex. Ord. No. 13316, § 3(a), Sept. 17, 2003, 68 F.R. 55255, eff. Sept. 30, 2003.]

Sec. 8. Definitions. (a) As used in this order, the terms "agency," "employee," "Government," and "training" have the meaning given to those terms, respectively, by section 4101 of title 5, United States Code.

(b) The term "technology," means any equipment or interconnected system or subsystem of equipment that is used in the automatic acquisition, storage, manipulation, management, movement, control, display, switching, interchange, transmission, or reception of data or information, including computers, ancillary equipment, software, firmware and similar procedures, services (including support services), and related resources. For purposes of the preceding sentence, equipment is used by an Executive agency if the equipment is used by the Executive agency directly or is used by a contractor under a contract with the Executive agency that requires the use of such equipment. The term "technology" does not include any equipment that is acquired by a Federal contractor incidental to a Federal contract.

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscpint.html>).

Sec. 9. Judicial Review. This order does not create any enforceable rights against the United States, its agencies, its officers, or any person.

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscodeprint.html>).

TITLE 5 - GOVERNMENT ORGANIZATION AND EMPLOYEES

PART III - EMPLOYEES

Subpart C - Employee Performance

CHAPTER 41 - TRAINING

§ 4107. Academic degree training

(a) Subject to subsection (b), an agency may select and assign an employee to academic degree training and may pay or reimburse the costs of academic degree training from appropriated or other available funds if such training—

(1) contributes significantly to—

(A) meeting an identified agency training need;

(B) resolving an identified agency staffing problem; or

(C) accomplishing goals in the strategic plan of the agency;

(2) is part of a planned, systemic, and coordinated agency employee development program linked to accomplishing the strategic goals of the agency; and

(3) is accredited and is provided by a college or university that is accredited by a nationally recognized body.

(b) In exercising authority under subsection (a), an agency shall—

(1) consistent with the merit system principles set forth in paragraphs (2) and (7) of section 2301 (b), take into consideration the need to—

(A) maintain a balanced workforce in which women, members of racial and ethnic minority groups, and persons with disabilities are appropriately represented in Government service; and

(B) provide employees effective education and training to improve organizational and individual performance;

(2) assure that the training is not for the sole purpose of providing an employee an opportunity to obtain an academic degree or qualify for appointment to a particular position for which the academic degree is a basic requirement;

(3) assure that no authority under this subsection is exercised on behalf of any employee occupying or seeking to qualify for—

(A) a noncareer appointment in the senior Executive Service; or

(B) appointment to any position that is excepted from the competitive service because of its confidential policy-determining, policy-making or policy-advocating character; and

(4) to the greatest extent practicable, facilitate the use of online degree training.

(Pub. L. 89–554, Sept. 6, 1966, 80 Stat. 435; Pub. L. 101–510, div. A, title XII, § 1206(a), Nov. 5, 1990, 104 Stat. 1659; Pub. L. 103–226, § 2(a)(5), Mar. 30, 1994, 108 Stat. 112; Pub. L. 106–398, § 1 [[div. A], title XI, § 1121], Oct. 30, 2000, 114 Stat. 1654, 1654A–315; Pub. L. 107–296, title XIII, § 1331(a), Nov. 25, 2002, 116 Stat. 2298.)

Historical and Revision Notes

Derivation	U.S. Code	Revised Statutes and Statutes at Large
(a)	5 U.S.C. 2313.	July 7, 1958, Pub. L. 85–507, § 14, 72 Stat. 334.
(b)	5 U.S.C. 2318(d).	July 7, 1958, Pub. L. 85–507, § 19(d), 72 Stat. 336.
(c)	5 U.S.C. 2312.	July 7, 1958, Pub. L. 85–507, § 13, 72 Stat. 334.

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The prohibitions are restated in positive form.

In subsection (a)(2), the words “Executive order” are substituted for “Executive orders of the President”.

In subsection (c), the words “under authority of this chapter” and “by the Government” are omitted as unnecessary.

Standard changes are made to conform with the definitions applicable and the style of this title as outlined in the preface to the report.

Amendments

2002—Pub. L. 107–296 amended section catchline and text generally, substituting provisions authorizing selection and assignment of employees for academic degree training and payment or reimbursement of costs, for provisions relating to restrictions on degree training or the payment or reimbursement of the costs of training and provisions setting forth exceptions and special rules with respect to employees of the Department of Defense.

2000—Subsec. (a). Pub. L. 106–398, § 1 [[div. A], title XI, § 1121(1)], substituted “subsections (b) and (c)” for “subsection (b)” in introductory provisions.

Subsec. (b)(1). Pub. L. 106–398, § 1 [[div. A], title XI, § 1121(2)], substituted “subsection (a) or (c)” for “subsection (a)”.

Subsec. (c). Pub. L. 106–398, § 1 [[div. A], title XI, § 1121(3)], added subsec. (c).

1994—Pub. L. 103–226, § 2(a)(5)(A), substituted “Restriction on degree training” for “Non-Government facilities; restrictions” in section catchline.

Subsec. (a). Pub. L. 103–226, § 2(a)(5)(B), (C), redesignated subsec. (c) as (a), in introductory provisions substituted “subsection (b)” for “subsection (d)” and struck out “by, in, or through a non-Government facility” after “employee for training”, and struck out former subsec. (a) which read as follows: “Appropriations or other funds available to an agency are not available for payment for training an employee—

“(1) by, in or through a non-Government facility which teaches or advocates the overthrow of the Government of the United States by force or violence; or

“(2) by or through an individual concerning whom determination has been made by a proper Government administrative or investigatory authority that, on the basis of information or evidence developed in investigations and procedures authorized by law or Executive order, there exists a reasonable doubt of his loyalty to the United States.”

Subsec. (b). Pub. L. 103–226, § 2(a)(5)(B), (D), redesignated subsec. (d) as (b), substituted “subsection (a)” for “subsection (c)” in par. (1), and struck out former subsec. (b) which read as follows: “This chapter does not authorize training an employee by, in, or through a non-Government facility a substantial part of the activities of which is—

“(1) carrying on propaganda, or otherwise attempting, to influence legislation; or

“(2) participating or intervening, including publishing or distributing statements, in a political campaign on behalf of a candidate for public office.”

Subsecs. (c), (d). Pub. L. 103–226, § 2(a)(5)(B), redesignated subsecs. (c) and (d) as (a) and (b), respectively.

1990—Subsec. (c). Pub. L. 101–510, § 1206(a)(1), substituted “Except as provided in subsection (d) of this section, this” for “This” in introductory provisions.

Subsec. (d). Pub. L. 101–510, § 1206(a)(2), added subsec. (d).

Effective Date of 2002 Amendment

Amendment by Pub. L. 107–296 effective 60 days after Nov. 25, 2002, see section 4 of Pub. L. 107–296, set out as an Effective Date note under section 101 of Title 6, Domestic Security.

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscprint.html>).

TITLE 5 - GOVERNMENT ORGANIZATION AND EMPLOYEES

PART III - EMPLOYEES

Subpart C - Employee Performance

CHAPTER 41 - TRAINING

§ 4108. Employee agreements; service after training

(a) An employee selected for training for more than a minimum period prescribed by the head of the agency shall agree in writing with the Government before assignment to training that he will—

(1) continue in the service of his agency after the end of the training period for a period at least equal to three times the length of the training period unless he is involuntarily separated from the service of his agency; and

(2) pay to the Government the amount of the additional expenses incurred by the Government in connection with his training if he is voluntarily separated from the service of his agency before the end of the period for which he has agreed to continue in the service of his agency.

(b) The payment agreed to under subsection (a)(2) of this section may not be required of an employee who leaves the service of his agency to enter into the service of another agency in any branch of the Government unless the head of the agency that authorized the training notifies the employee before the effective date of his entrance into the service of the other agency that payment will be required under this section.

(c) If an employee, except an employee relieved of liability under subsection (b) of this section or section 4102 (b) of this title, fails to fulfill his agreement to pay to the Government the additional expenses incurred by the Government in connection with his training, a sum equal to the amount of the additional expenses of training is recoverable by the Government from the employee or his estate by—

(1) setoff against accrued pay, compensation, amount of retirement credit, or other amount due the employee from the Government; and

(2) such other method as is provided by law for the recovery of amounts owing to the Government.

The head of the agency concerned, under the regulations prescribed under section 4118 of this title, may waive in whole or in part a right of recovery under this subsection, if it is shown that the recovery would be against equity and good conscience or against the public interest.

(Pub. L. 89–554, Sept. 6, 1966, 80 Stat. 435; Pub. L. 98–224, § 5(a), Mar. 2, 1984, 98 Stat. 48; Pub. L. 103–226, § 2(a)(6), Mar. 30, 1994, 108 Stat. 112; Pub. L. 107–347, title II, § 209(g)(1)(B), Dec. 17, 2002, 116 Stat. 2932.)

Historical and Revision Notes

Derivation	U.S. Code	Revised Statutes and Statutes at Large
5 U.S.C. 2310.		July 7, 1958, Pub. L. 85–507, § 11, 72 Stat. 332.

In subsection (a), the last sentence of former section 2310 (a) is omitted as included in the first sentence of the revised subsection.

In subsection (b), the words, “another agency in any branch of the Government” are coextensive with and substituted for “another department or of any other agency in any branch of the Government”. This is so because “agency in any branch of the Government” is broader than “agency” as defined for the purpose of this chapter in section 4101 (1).

Standard changes are made to conform with the definitions applicable and the style of this title as outlined in the preface to the report.

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Amendments

2002—Subsec. (d). Pub. L. 107–347 struck out subsec. (d) which read as follows: “For purposes of this section, ‘training’ includes a private sector assignment of an employee participating in the Executive Exchange Program of the President’s Commission on Executive Exchange.”

1994—Subsec. (a). Pub. L. 103–226 substituted “for more than a minimum period prescribed by the head of the agency” for “by, in, or through a non-Government facility under this chapter”.

1984—Subsec. (d). Pub. L. 98–224 added subsec. (d).

Effective Date of 2002 Amendment

Amendment by Pub. L. 107–347 effective 120 days after Dec. 17, 2002, see section 402(a) of Pub. L. 107–347, set out as an Effective Date note under section 3601 of Title 44, Public Printing and Documents.

Department of Homeland Security

Exception from provisions of this section of those elements of the Department of Homeland Security that are supervised by the Under Secretary of Homeland Security for Information Analysis and Infrastructure Protection through the Department’s Assistant Secretary for Information Analysis, see Ex. Ord. No. 13286, § 86, Feb. 28, 2003, 68 F.R. 10632, set out as a note under section 111 of Title 6, Domestic Security.

Central Intelligence Agency

Exception of Central Intelligence Agency from provisions of this section, see Ex. Ord. No. 10805, Feb. 18, 1959, 24 F.R. 1301, set out as a note under section 4102 of this title.

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TITLE 5 - GOVERNMENT ORGANIZATION AND EMPLOYEES
PART III - EMPLOYEES
Subpart C - Employee Performance
CHAPTER 41 - TRAINING

§ 4109. Expenses of training

(a) The head of an agency, under the regulations prescribed under section 4118 (a)(8) of this title and from appropriations or other funds available to the agency, may—

- (1) pay all or a part of the pay (except overtime, holiday, or night differential pay) of an employee of the agency selected and assigned for training under this chapter, for the period of training; and
- (2) pay, or reimburse the employee for, all or a part of the necessary expenses of the training, without regard to section 3324 (a) and (b) of title 31, including among the expenses the necessary costs of—

(A) travel and per diem instead of subsistence under subchapter I of chapter 57 of this title or, in the case of commissioned officers of the National Oceanic and Atmospheric Administration, sections 474 and 475 of title 37, and the Joint Travel Regulations for the Uniformed Services;

(B) transportation of immediate family, household goods and personal effects, packing, crating, temporarily storing, draying, and unpacking under section 5724 of this title or, in the case of commissioned officers of the National Oceanic and Atmospheric Administration, sections 476 and 479 of title 37, and the Joint Travel Regulations for the Uniformed Services, when the estimated costs of transportation and related services are less than the estimated aggregate per diem payments for the period of training;

(C) tuition and matriculation fees;

(D) library and laboratory services;

(E) purchase or rental of books, materials, and supplies; and

(F) other services or facilities directly related to the training of the employee.

(b) The expenses of training do not include membership fees except to the extent that the fee is a necessary cost directly related to the training itself or that payment of the fee is a condition precedent to undergoing the training.

(c) Notwithstanding subsection (a)(1) of this section, the Administrator, Federal Aviation Administration, may pay an individual training to be an air traffic controller of such Administration, and the Secretary of Defense may pay an individual training to be an air traffic controller of the Department of Defense, during the period of such training, at the applicable rate of basic pay for the hours of training officially ordered or approved in excess of forty hours in an administrative workweek.

(d) Notwithstanding subsection (a)(1), a firefighter who is subject to section 5545b of this title shall be paid basic pay and overtime pay for the firefighter's regular tour of duty while attending agency sanctioned training.

(Pub. L. 89–554, Sept. 6, 1966, 80 Stat. 436; Pub. L. 90–83, § 1(4), Sept. 11, 1967, 81 Stat. 196; Pub. L. 96–54, § 2(a)(19), Aug. 14, 1979, 93 Stat. 382; Pub. L. 97–258, § 3(a)(9), Sept. 13, 1982, 96 Stat. 1063; Pub. L. 97–276, § 151(a), Oct. 2, 1982, 96 Stat. 1200; Pub. L. 98–224, § 5(b)(2), Mar. 2, 1984, 98 Stat. 48; Pub. L. 98–525, title XV, § 1537(a), Oct. 19, 1984, 98 Stat. 2635; Pub. L. 102–378, § 2(17), Oct. 2, 1992, 106 Stat. 1347; Pub. L. 105–277, div. A, § 101(h) [title VI, § 628(c)], Oct. 21, 1998, 112 Stat. 2681–480, 2681–521; Pub. L. 112–81, div. A, title VI, § 631(f)(4)(B), Dec. 31, 2011, 125 Stat. 1465.)

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscript.html>).

Historical and Revision Notes

Derivation	U.S. Code	Revised Statutes and Statutes at Large
5 U.S.C. 2309.		July 7, 1958, Pub. L. 85–507, § 10, 72 Stat. 332.

In subsection (a)(1) and (2), the words “training under this chapter” and “the training” are substituted for “training by, in, or through Government facilities or non-Government facilities under authority of this chapter” and “such training”, respectively.

In subsection (a)(2)(A), the words “and the Standardized Government Travel Regulations” are omitted as included by the reference to “subchapter I of chapter 57 of this title”.

In subsection (a)(2)(A) and (B), the words “sections 404 and 405 of title 37” and “sections 406 and 409 of title 37” are substituted for the references to “section 253 of title 37” on authority of section 12(b) of the Act of Sept. 7, 1962, Pub. L. 87–649, 76 Stat. 497.

In subsection (a)(2)(B), the words “under section 5724 of this title” are substituted for “in accordance with section 73b–1 of this title, and Executive Order Numbered 9805, as amended” to reflect the codification of former section 73b–1 in this title and in view of the revocation of Executive Order No. 9805 by Executive Order No. 11012 of Mar. 27, 1962. The reference only to section 5724 is sufficient since that section contains the applicable substantive law, including the authority of the President to prescribe regulations.

Standard changes are made to conform with the definitions applicable and the style of this title as outlined in the preface to the report.

Codification

In subsec. (a)(2)(A), (B), “474”, “475”, “476”, and “479” substituted for “404”, “405”, “406”, and “409”, respectively, pursuant to section 631(f)(4)(B) of Pub. L. 112–81, which provided that any reference in a provision of law other than a section of title 10, 32, or 37, United States Code, to a section of title 37 that was transferred and redesignated by “subsection (c)” of section 631 was deemed to refer to the section as so redesignated, notwithstanding that sections of title 37 were transferred and redesignated by subsection (d) of section 631 rather than subsection (c), to reflect the probable intent of Congress.

Amendments

2011—Subsec. (a)(2)(A), (B). Pub. L. 112–81 substituted “474” for “404” and “475” for “405” in subpar. (A), and “476” for “406” and “479” for “409” in subpar. (B). See Codification note above.

1998—Subsec. (d). Pub. L. 105–277 added subsec. (d).

1992—Subsec. (d). Pub. L. 102–378 struck out subsec. (d) which made revolving fund referred to in section 1304 (e)(1) of this title available for costs of education and related travel of participants in such program, for printing, and for entertainment expenses, and which required crediting of participation fees to revolving fund.

1984—Subsec. (c). Pub. L. 98–525 inserted “and the Secretary of Defense may pay an individual training to be an air traffic controller of the Department of Defense.”.

Subsec. (d). Pub. L. 98–224 added subsec. (d).

1982—Subsec. (a)(2). Pub. L. 97–258 substituted “section 3324 (a) and (b)” for “section 529”.

Subsec. (c). Pub. L. 97–276 added subsec. (c).

1979—Subsec. (a)(2). Pub. L. 96–54 substituted “National Oceanic and Atmospheric” for “Environmental Science Services” in cls. (A) and (B).

1967—Subsec. (a)(2). Pub. L. 90–83 substituted “Environmental Science Services Administration” for “Coast and Geodetic Survey” in cls. (A) and (B). See Historical and Revision Notes under section 2101 of this title.

Effective Date of 1998 Amendment

Pub. L. 105–277, div. A, § 101(h) [title VI, § 628(e)], Oct. 21, 1998, 112 Stat. 2681–480, 2681–521, provided that: “The amendments made by this section [enacting section 5545b of this title and amending this section and sections

NB: This unofficial compilation of the U.S. Code is current as of Jan. 4, 2012 (see <http://www.law.cornell.edu/uscode/uscpri.html>).

5542 and 8331 of this title] shall take effect on the first day of the first applicable pay period which begins on or after October 1, 1998.”

Effective Date of 1992 Amendment

Amendment by Pub. L. 102–378 effective Oct. 1, 1991, see section 9(b)(3) of Pub. L. 102–378, set out as a note under section 6303 of this title.

Effective Date of 1984 Amendment

Section 1537(f) of Pub. L. 98–525 provided that: “The amendments made by this section [amending this section and sections 5532, 5546a, 5547, and 8344 of this title] shall take effect on October 1, 1984.”

Effective Date of 1982 Amendment

Amendment by Pub. L. 97–276 effective on first day of first applicable pay period beginning after Oct. 2, 1982, see section 151(h)(2) of Pub. L. 97–276, set out as an Effective Date note under section 5546a of this title.

Effective Date of 1979 Amendment

Amendment by Pub. L. 96–54 effective July 12, 1979, see section 2(b) of Pub. L. 96–54, set out as a note under section 305 of this title.

Department of Homeland Security

Exception from introductory provisions of subsec. (a) of this section of those elements of the Department of Homeland Security that are supervised by the Under Secretary of Homeland Security for Information Analysis and Infrastructure Protection through the Department’s Assistant Secretary for Information Analysis, see Ex. Ord. No. 13286, § 86, Feb. 28, 2003, 68 F.R. 10632, set out as a note under section 111 of Title 6, Domestic Security.

Central Intelligence Agency

Exception of Central Intelligence Agency from certain introductory provisions of subsec. (a) of this section, see Ex. Ord. No. 10805, Feb. 18, 1959, 24 F.R. 1301, set out as a note under section 4102 of this title.

Rules and Regulations

Federal Register

Vol. 71, No. 95

Wednesday, May 17, 2006

This section of the FEDERAL REGISTER contains regulatory documents having general applicability and legal effect, most of which are keyed to and codified in the Code of Federal Regulations, which is published under 50 titles pursuant to 44 U.S.C. 1510.

The Code of Federal Regulations is sold by the Superintendent of Documents. Prices of new books are listed in the first FEDERAL REGISTER issue of each week.

OFFICE OF PERSONNEL MANAGEMENT

5 CFR Part 410

RIN 3206-AK46

Training; Reporting Requirements

AGENCY: Office of Personnel Management.

ACTION: Final rule.

SUMMARY: The Office of Personnel Management (OPM) is issuing final regulations requiring agencies to report training data. The new regulations require all Federal agencies to collect information that supports agency determinations of its workforce training needs and to document the results of training and development programs implemented to address those needs by requiring input into the OPM Governmentwide Electronic Data Collection System.

DATES: June 16, 2006.

FOR FURTHER INFORMATION CONTACT: Loretta L. Reeves by telephone at (202) 606-2419, by fax at (202) 606-2329, by TDD at (202) 418-3134, or by e-mail at Loretta.Reeves@opm.gov.

SUPPLEMENTARY INFORMATION: On May 27, 2005, OPM issued proposed regulations (70 FR 30647) to amend the rules in 5 CFR part 410, subparts C, D, and G, and requested comments by July 26, 2005, which addressed agency training records and reporting requirements.

OPM created a Governmentwide electronic system to capture employee human resource information, which includes training data. This system is explained and agency reporting requirements are defined in the *Guide to Personnel Recordkeeping* (<http://www.opm.gov/feddata/persdoc.asp>) and the *Guide to Human Resources Reporting* (<http://www.opm.gov/feddata/guidance.asp>).

To support this data collection, OPM is clarifying established policy to ensure that agencies maintain records of their training plans and to require that agencies report training data beginning December 31, 2006, in the form as prescribed by the OPM Governmentwide Electronic Data Collection System. The Governmentwide system will allow agencies to maintain accurate records to facilitate reporting on a regular basis as prescribed by the *Guide to Personnel Recordkeeping* (<http://www.opm.gov/feddata/persdoc.asp>) and the *Guide to Human Resources Reporting* (<http://www.opm.gov/feddata/guidance.asp>). In addition, there is a change in the period of time required for retaining records in subparts C and D, and a new method for reporting requirements subpart G.

Comments

OPM received comments from two agencies and three individuals who work in the Federal training community. One agency concurred with the proposal to collect training data through the OPM Governmentwide Electronic Data Collection System. The comments from the other agency and the individuals focused on the compatibility of the data elements to Learning Management Systems (LMS); the timeframe required to report data to OPM; and the two guides referenced above to guide agencies through the implementation process of reporting training data. In addition, the commenters are concerned with providing aggregated costs for training (e.g., travel and per diem costs) and need more clarity on this issue to avoid reporting the same data in different data calls.

The agency expressed concern about the compatibility of data elements in a current LMS and the proposed timelines to begin providing training data to OPM. The agency explained that there are competing priorities for their resources, namely resourcing manual collection of the required 25 data elements vs. continuing to work towards enterprise Learning Management Systems integration. OPM understands this is a concern to many Federal agencies. The new training data requirements were coordinated with service providers under the e-Training Initiative. All service providers are currently working on incorporating the data requirements

and developing a data feed to OPM's Enterprise Human Resource Integration (EHRI) data warehouse. Agencies with LMS that do not incorporate these data requirements should consider switching to an e-Training Initiative approved e-learning solution.

The agency is also concerned that, if they are required to provide training data to OPM within the given deadline of October 1, 2005, they would have to ask the vendors to customize their system at considerable added cost. While OPM understands this concern, agencies have been aware of OPM's requirement to report training data since October 2003, when the first Interface Control Document (ICD) was published. The new training data requirements were coordinated with service providers under the e-Training Initiative. As noted above, all e-Training Service Providers are currently working on incorporating the data requirements and developing a data feed to OPM's EHRI data warehouse. Agencies with LMS that do not incorporate these data requirements should consider switching to an e-Training Initiative approved e-learning solution or work to become compliant.

This agency also suggested that the deadlines for regular submittal be reviewed and consideration be given to allow the OPM-approved LMS vendors time to react to these requirements in order to better serve the agencies. OPM agrees and has changed the deadline to begin regular submittals to December 31, 2006. This new start date will give agencies more time to make adjustments to their current systems. OPM again notes that the new training data requirements were coordinated with service providers under the e-Training Initiative and all service providers are currently working on incorporating the data requirements and developing a data feed to OPM's EHRI data warehouse.

In addition, this agency felt that the referenced guidance does not provide clear business processes for meeting the reporting requirements. The proposed rule refers to guidance with specific information about how the training data should be provided; however, there are still unanswered questions about the process. Procedures for submitting training data are contained in the *Guide to Personnel Recordkeeping* (Table 3-I) and the *Guide to Human Resources Reporting* (Chapter 4 and Appendix A). Agencies should develop their own

training and training documentation processes to meet the requirements of the guide. In addition, OPM will be providing the agencies with another reference guide to help HR offices understand how to report training data.

This same agency stated, if OPM anticipates that each agency pull this data from its respective systems, OPM will have to negotiate with their approved vendors in order to allow this level of raw data access to those hosted systems. The vendors provided through OPM's GoLearn site do not currently provide the necessary functionality to stream the data to OPM. In response, all service providers under the E-training initiative, including those vendors under OPM's GoLearn site are currently working on incorporating the data requirements and developing a data feed to OPM's EHRI data warehouse.

Also, this agency felt it does not have clarity on what is expected for cost data. Because most learning management systems are not financial systems, costs are usually estimates rather than actual costs. According to this agency, if estimates are not acceptable, its staff would have to create the necessary interface with their financial management and travel management systems. This agency contended that this would create a significant and undue hardship for them. The agency asserts that it is also unclear how this requirement will avoid reporting the same data in different data calls. The cost data that OPM requires is explained in the *Guide to Human Resources Reporting* (Chapter 4 and Appendix A). Agencies are free to determine which of their systems (HR, training, LMS, or financial) the data comes from to meet the data requirements as long as the information is reported accurately. At this time, OPM has no plans to request training data in another data call or through another mechanism so the chance for duplicative reporting should be minimal.

The same agency stated rules need to be clarified as they relate to the reporting requirements so that the rules fully address business processes. Procedures for submitting training data are contained in the *Guide to Personnel Recordkeeping* and the *Guide to Human Resources Reporting*. OPM does not dictate agency business processes; however, OPM is creating another guide to help explain the process for HR professionals that explains the reporting process in a different way. The title of the guide is *Guide for Collection and Management of Training Information*.

In addition, the individuals who commented stated that this requirement is an "unfunded mandate." OPM

understands that there can be costs associated with migrating to the EHRI standard, and will work with agencies to find the least costly method for meeting the training reporting requirement, including recommending the use of an e-Training Initiative Approved e-Learning Solution.

These individuals also indicated that the Rule needs to remove redundant reporting (e.g., travel, tuition). Agencies are free to determine which of their systems (HR, training, LMS, or financial) the data comes from to meet the data requirements. The rules on travel and tuition are explained and defined in the *Guide to Human Resources Reporting*. Depending on the agency's system, these cost items may have different uses internally; however, OPM decided to keep the distribution of these items as they appear in the Guide. Agencies will need to determine how to extract the data for each element to report to OPM as long as it is non-duplicative, accurate and complete.

An individual expressed concern about data elements themselves, the value of the elements and the integration of the elements with standards established under the e-Training Initiative for LMS. The data elements were established to meet both current and future requirements to analyze and report on the actual costs and utilization of training throughout the government. The new training data requirements have been coordinated with service providers under the e-Training Initiative and all service providers are currently working on incorporating the data requirements and developing a data feed to OPM's Enterprise Human Resource Integration (EHRI) data warehouse. As mentioned before, OPM has the responsibility and authority to establish standards for the collection and reporting of HR data. Agencies can meet these standards and requirements by using an e-Training Initiative approved e-Learning solution.

This individual was also concerned that agency systems may not readily crosswalk to the training elements match for match. It is up to the agency to determine how it can respond to the specific training values and elements required by the Governmentwide system.

One commenter indicated a concern that many of the data elements are not available as standard elements within agency training systems, and that, if they are available, the coding types are devised to meet the agency needs and may not correlate with OPM requirements. OPM understands this concern, and in response has changed the time when agencies are to begin

reporting training data to December 31, 2006. This will give agencies more time to make the necessary adjustments to their systems to comply with the training data reporting requirement. Agencies can meet these standards and requirements by using an e-Training Initiative approved e-Learning solution.

The same individual stated that significant potential costs may be incurred in reconfiguring agency data systems to meet these standards. OPM understands that additional costs may be incurred and that some agencies may need additional time to possibly realign funding to reconfigure current agency systems. For those agencies that require additional time beyond the newly established date to begin reporting training data, December 31, 2006, OPM has added a provision (c) under section 410.701 which allows agencies to request an extension based on an agency's plan to meet the requirements at a later date. OPM also notes that service providers under the e-Training Initiative and all service providers are currently working on incorporating the data requirements and developing a data feed to OPM's Enterprise Human Resource Integration (EHRI) data warehouse. Agencies with LMS that do not incorporate these data requirements should consider switching to an e-Training Initiative approved e-learning solution.

The same individual expressed that OPM through the e-Training Initiative has endeavored to standardize LMS across agencies to achieve economies of scale and eliminate redundancies. This individual observed that in this process, OPM has directed that a number of data fields be established as standards within agency LMS applications. The individual stated that many of the elements required under this rule are not required as standard data elements within an LMS under the e-Training Initiative. OPM coordinated internally with e-Training Initiative, EHRI and OPM's policy offices to ensure that there is consistency with what training data is required and what training data agencies need to report. In May of 2005, these 27 data elements were requested to become mandatory and e-Training Service Providers have worked with vendors in order for LMS vendors to meet this new mandatory requirement. However, it is up to the agencies to determine the best solution for capturing the training data. OPM encourages the agencies to work with their e-Training Service Provider on the specific solution.

The same individual stated that several data elements are related to financial costs and observed that this

data is normally maintained within agency financial systems. The commenter stated that agencies may be able to report on this data in the aggregate, but generally cannot do so on a course or per capita basis since many training and financial systems are not integrated. Agencies are free to determine which of their systems (HR, training, LMS, or financial) the data comes from to meet the data requirements. As long as the data is accurate, agencies can determine how to aggregate the responses in the report as required.

The same commenter suggested that agencies do not capture per diem cost separately from overall travel costs and observed that, generally, all travel costs are recorded as a collective total. Although per diem costs are a separate item in Table 3–I, OPM is mainly interested in the final cost of the travel for training completed by the employee and paid for by the Federal Government.

There were also concerns regarding the granularity of the data to be reported and the general value of that level of detail to OPM. One individual noted that reporting training information by training type, total contact hours, and total cost would appear to be more useful as an aggregate and would significantly lessen the administrative burden on agencies in collecting and managing this data. OPM is requesting the aggregate of the completed training events total cost only. Even though the required reporting process specifies the cost information needed, it is not an all-inclusive list nor is it at the lowest granular level of reporting cost. OPM's objective is to establish a level that is consistent for agencies

Governmentwide. It is important that OPM require only the level of granularity that OMB, Congress and GAO have requested without having to go back out to the agencies to request more information on a regular basis.

One commenter stated that the requirement to begin reporting data as of April 1, 2005, is a burden for some components due to the complexity required to go back in time to attach additional data to historical information. OPM has not required that agencies capture historical training data. Agencies should start reporting data as of December 31, 2006. The April 1, 2005 date was originally set for the pilot to begin where agencies would have had the opportunity to report data and test the system to determine what errors in their reports need to be corrected and to be ready to submit accurate data by the effective date of the final regulation.

A commenter suggested that some components have no current LMS or

electronic mechanism for collecting and submitting the requested data. Thus, the individual hoped that a reasonable amount of time will be allowed to collect and submit these data. OPM is aware there are agencies that do not have a LMS system; however, agencies can meet these standards and requirements by using an e-Training Initiative approved e-Learning solution. OPM has also changed the date when agencies must begin reporting training data to December 31, 2006, and has added a provision (c) under section 410.701, which allows agencies to request an extension based on their plan to meet the reporting requirement at a later date.

E.O. 12866, Regulatory Review

This rule has been reviewed by the Office of Management and Budget as a significant regulatory action in accordance with Executive Order 12866.

Regulatory Flexibility Act

I certify that these regulations would not have a significant economic impact on a substantial number of small entities because they would apply only to Federal agencies and employees.

List of Subjects in 5 CFR Part 410

Education, Government employees.
Office of Personnel Management.
Linda M. Springer,
Director.

■ Accordingly, OPM is amending part 410 of 5 CFR as follows:

PART 410—TRAINING

■ 1. The authority citation for part 410 continues to read as follows:

Authority: 5 U.S.C. 4101, *et seq.*; E.O. 11348, 3 CFR, 1967 Comp., p. 275.

Subpart C—Establishing and Implementing Training Programs

§ 410.311 [Removed]

■ 2. Remove § 410.311.

Subpart D—Paying for Training Expenses

§ 410.406 [Removed]

■ 3. Remove § 410.406.

Subpart G—Reporting

■ 4. In subpart G, revise the subpart title to read as set forth above:

■ 5. Revise § 410.701 to read as follows:

§ 410.701 Reporting.

(a) Each agency shall maintain records of training plans, expenditures, and activities in such form and manner as necessary to submit the recorded data to

the Office of Personnel Management (OPM) through the OPM Governmentwide Electronic Data Collection System.

(b) Beginning December 31, 2006, each agency shall report the training data for its employees' training and development at such times and in such form as required for the OPM Governmentwide Electronic Data Collection System, which is explained in the *Guide to Personnel Recordkeeping* and the *Guide to Human Resources Reporting*.

(c) Agencies may request an extension for the timeframe in which they will begin reporting the data under paragraph (b) of this section. OPM may grant an extension based on an approved agency plan to meet the reporting requirements. No extension will be granted for a timeframe beyond December 31, 2007.

(d) Each agency shall establish a Schedule of Records for information required to be maintained by this chapter in accordance with regulations promulgated by the National Archives and Records Administration (NARA).

[FR Doc. 06–4589 Filed 5–16–06; 8:45 am]

BILLING CODE 6325–39–P

DEPARTMENT OF AGRICULTURE

Natural Resources Conservation Service

7 CFR Part 625

Healthy Forests Reserve Program

AGENCY: Natural Resources Conservation Service (NRCS), United States Department of Agriculture (USDA).

ACTION: Interim final rule with request for comments.

SUMMARY: Title V of the Healthy Forests Restoration Act of 2003 (Act) (Pub. L. 108–148) authorizes the establishment of the Healthy Forests Reserve Program (HFRP). The purpose of this program is to assist landowners in restoring and enhancing forest ecosystems to: Promote the recovery of threatened and endangered species; improve biodiversity; and enhance carbon sequestration. This interim final rule sets forth how NRCS will implement HFRP to meet the statutory objectives of the program.

DATES: This rule is effective May 17, 2006. Comments must be received by August 15, 2006.

ADDRESSES: Send comments by mail to Robin Heard, Acting Director, Easement

Rules and Regulations

Federal Register

Vol. 71, No. 164

Thursday, August 24, 2006

This section of the FEDERAL REGISTER contains regulatory documents having general applicability and legal effect, most of which are keyed to and codified in the Code of Federal Regulations, which is published under 50 titles pursuant to 44 U.S.C. 1510.

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OFFICE OF PERSONNEL MANAGEMENT

5 CFR Part 250

RIN 3206-AK77

Personnel Management in Agencies—Employee Surveys

AGENCY: Office of Personnel Management.

ACTION: Final rule.

SUMMARY: The Office of Personnel Management (OPM) is issuing final regulations implementing mandatory employee surveys as required by the National Defense Authorization Act for Fiscal Year 2004. The regulations add a new subpart which requires agencies to conduct an annual survey of their employees. In addition, the final regulations provide a list of questions that must appear in each agency's employee survey.

DATES: *Effective Date:* This rule is effective on January 1, 2007.

FOR FURTHER INFORMATION CONTACT: For information on the survey questions, contact Julie Brill by phone on 202-606-5067, by FAX on 202-606-1399, or by e-mail at julie.brill@opm.gov. For all other information, contact Hakeem Basheerud-Deen by phone on 202-606-1434, by FAX on 202-606-2329, or by e-mail at hakeem.basheerud-deen@opm.gov. You may contact Ms. Brill and Mr. Basheerud-Deen by TTY on 202-418-3134.

SUPPLEMENTARY INFORMATION:

Requiring Annual Employee Surveys

Section 1128 of the National Defense Authorization Act for Fiscal Year 2004 (Pub. L. 108-136, 5 U.S.C. 7101 note) requires each agency to conduct an annual survey of its employees "to assess—

(1) Leadership and management practices that contribute to agency performance; and

- (2) Employee satisfaction with—
 (A) Leadership policies and practices;
 (B) Work environment;
 (C) Rewards and recognition for professional accomplishment and personal contributions to achieving organizational mission;
 (D) Opportunity for professional development and growth; and
 (E) Opportunity to contribute to achieving organizational mission."

Prescribing Certain Survey Questions

The law requires OPM to "issue regulations prescribing survey questions that should appear on all agency surveys." In addition, the law requires agencies to make the survey results available to the public and post the results on their Web sites, unless the head of the agency determines that doing so would jeopardize or negatively impact national security.

Discussion of Comments

On September 16, 2005, OPM issued proposed regulations at 70 FR 54658 and requested comments by October 17, 2005. OPM received written comments from seven agencies, three non-profit organizations, three labor unions, one academic institution, and nine individuals. Generally, the comments were very supportive of the proposed regulations. Below we summarize and respond to comments that suggested changes or recommended clarification.

Survey Administration

One agency recommended OPM exempt small agencies with fewer than 1000 employees from the survey requirement. As an alternative to full exemption, this agency recommended OPM consider exempting these agencies in the years when the Federal Human Capital Survey is not administered by OPM. This agency commented the costs involved in survey administration are too great for small agencies. OPM did not adopt this agency's primary or alternative recommendation regarding the exemption of small agencies. While OPM appreciates the financial impact that all agencies must take into consideration when administering the employee survey, we note that the law has defined the jurisdiction of these regulations as all executive agencies and, therefore, must include small agencies in this requirement.

Another agency commented it would be more cost-efficient for OPM to

administer the annual survey for all Federal agencies than each agency administering on its own. OPM disagrees because the law requires each Federal agency to conduct an annual employee survey. Each agency has the flexibility to administer the employee survey in a manner that meets its objectives. In years when OPM administers the Federal Human Capital Survey (FHCS) it will include the items in subpart C. Agencies participating in the FHCS will satisfy the annual survey requirement for any year in which the FHCS is conducted if all major components are represented in the FHCS. It is the agency's responsibility to ensure all major components are represented in the results because the law does not exclude different segments of agencies, even if they are not reported to OPM's Central Personnel Data File (e.g., intelligence employees). As a result, agencies may need to supplement their FHCS results with survey results from employees not sampled by the FHCS.

Two labor unions, three non-profit organizations, and one academic institution suggested OPM provide one or more survey administration options agencies can pursue. As noted in the preceding paragraph, agencies have several survey administration options.

Additionally, these same entities recommended OPM add to the regulation a statement prescribing agencies to administer their surveys between September 1 and December 31, thus ensuring data comparability. OPM does not agree with this recommendation. We believe agencies should have the flexibility to administer the employee survey according to mission requirements.

One agency suggested OPM extend the data collection date to January 31 because of the impact on agencies' abilities to meet the requirements related to the Office of Management and Budget's Proud-to-be-Three Goals. OPM did not adopt this suggestion noting that agencies have a 12-month window to meet the survey requirements. We believe this timeframe will not cause undue hardship on agencies.

Another agency recommended OPM provide a clear statement of why employees are being asked the questions in these surveys. The Act clearly states the purpose is to assess employee satisfaction and leadership and

management practices that contribute to agency performance. OPM is issuing these regulations and the required items in accordance with the legislation.

One individual requested that OPM mandate followup action to hold agencies accountable for the results of the survey. While OPM agrees that followup action should be an integral part of an agency's survey process, it is beyond the scope of this regulation for OPM to mandate such action because the law only authorizes OPM to issue regulations prescribing survey questions. However, OPM will provide supplemental guidance to agencies on potential followup actions and the use of results from the employee surveys on our Web site at <http://www.opm.gov>.

Two agencies conducting employee surveys for the past several years expressed concern this new requirement may have a negative impact upon the progress these agencies have made in their survey programs. These agencies wish to continue to use their agency-specific surveys and not participate in the required annual survey. OPM notes this requirement is mandated by law and agencies must participate. However,

an agency can append the required items to an existing survey, or collect data from a small, statistically valid sample (OPM will provide supplemental guidance on sampling on our Web site at <http://www.opm.gov>) with minimal or no impact on an existing program. We commend those agencies that have developed and refined agency-specific surveys that meet their goals.

Survey Content

One agency commented on the lack of reference points and/or definitions of key terms for agencies and survey respondents. This agency suggested OPM provide a definition of the concepts/terms in context with the questions being asked (e.g., manager, supervisor, organization). OPM agrees that providing a definition of the key terms used in the annual survey will give agencies and respondents a clearer understanding of the questions. We have modified section 250.301 to include a definition of the terms *agency*, *executives*, *managers*, *supervisors*, *team leaders*, *leaders*, *work unit*, and *organization*. The definitions of these

terms are consistent with their use in OPM's Federal Human Capital Survey. In addition, we have renumbered the subsequent sections of this regulation to ensure uniformity.

OPM received multiple comments and suggestions on additions to, and deletions from, the proposed list of survey items. These comments suggested various constructs were not covered in the items, or were not covered well, including: pay-for-performance; nepotism; favoritism; waste and fraud; managerial performance; employee involvement in decision-making; an agency's adherence to Federal laws, rules, regulations, and accepted employment practices (particularly as they relate to working through unpaid lunch time); and leadership competencies. While OPM notes agencies maintain flexibility to expand their own surveys and add agency-specific items, we revisited the proposed list of survey items to ensure coverage of the legislated constructs. As a result, OPM is adding the following items:

5. I have trust and confidence in my supervisor.
12. Supervisors/team leaders in my work unit support employee development.
13. My talents are used well in the workplace.
14. My training needs are assessed.
18. In my most recent performance appraisal, I understood what I had to do to be rated at different performance levels (e.g., Fully Successful, Outstanding).
20. Pay raises depend on how well employees perform their jobs.
24. My supervisor supports my need to balance work and family issues.
29. Employees have a feeling of personal empowerment with respect to work processes.
30. My workload is reasonable.
31. Managers communicate the goals and priorities of the organization.
33. How satisfied are you with the information you receive from management on what's going on in your organization?
35. How satisfied are you with your opportunity to get a better job in your organization?

One agency recommended OPM provide a "Do Not Know" (DNK) option for all items while an individual suggested OPM remove the DNK option. This individual suggested the practice of comparing dissimilar data is not consistent with scientific methodology. OPM disagrees, noting it is appropriate to leave out the DNK option when an employee clearly should have an opinion and should provide one. For example, all employees have opinions about certain benefits, such as pay, so it would be appropriate to leave out the

DNK option on questions pertaining to it (e.g., Question 40, "Considering everything, how satisfied are you with your pay?") It should be noted response options for the required items are consistent with prior administrations of the items in the Federal Human Capital Survey.

One individual stated the survey questions are biased and provide responses favorable to management. This individual indicated unions should be given the opportunity to provide their own set of questions, which can be

appended to the management survey, and data should be collected by unbiased agency representatives to guard against management "skewing the data" in their favor. OPM disagrees the items are biased. Results from the Federal Human Capital Survey range from very positive to much less positive. Additionally, several unions have indicated they are in favor of OPM's proposed set of items. Finally, agencies can expand their own survey and add agency-specific items, and have the

option to have a third party collect their data.

Another individual commented that item 19 in the proposed rule; "In my organization, leaders generate high levels of motivation and commitment in the workforce" captures the Senior Executive Service Executive Core Qualification (ECQ) "Leading People" while the other four ECQs are not captured. This individual recommends OPM include items to capture all the ECQs. OPM did not adopt this recommendation noting the survey items are not intended to measure qualifications, but rather managerial and leadership practices.

Agency Web Sites

Three labor unions, three non-profit organizations, and one academic institution suggested OPM change the requirement for agencies to post survey results to their Web sites from 120 days to 90 days after an agency completes survey administration each year. OPM did not adopt this suggestion because we believe a shorter timeframe would create an undue hardship on many agencies, especially large departments that may have to compile results from their different components.

Additionally, these same entities suggested OPM post all survey results on OPM's Web site, while one agency suggested OPM make survey results available to the Federal community in odd-numbered years. We did not adopt this suggestion noting the Act requires agencies, not OPM, to post results on their own Web sites. In addition, agencies have the flexibility to add items to their surveys, and therefore, survey results may be unique to each specific agency.

Data Reporting

Three labor unions, three non-profit organizations, and one academic institution suggested OPM require all survey data be reported as weighted data, if applicable. OPM did not adopt this suggestion noting it would be a burden to require agencies to weight their data. However, OPM suggests agencies evaluate their data for representativeness, and will provide supplemental guidance on processes and procedures for doing so. To allow for such evaluations, OPM is adding the

following demographic items for agencies with 800 or more employees to assist in evaluating representativeness: supervisory status, gender, ethnicity, race, and agency subcomponent. Agencies with fewer than 800 employees are exempt from this requirement. We are including this exemption in section 250.302 in an attempt to protect the anonymity of respondents in small agencies. Small agencies who wish to add demographics to their survey may do so if they wish to evaluate representativeness of the survey responders. These demographic items will be listed as items 41 through 45, respectively.

Guidance

Several individuals and agencies submitted questions and requests for guidance on administering, analyzing, and reporting on the annual employee surveys. To assist agencies in their compliance with these rules, OPM will provide supplemental guidance on our Web site to include frequently asked questions and answers, instructions on sampling and administration, evaluating representativeness, followup actions, and strategies for using survey results to effect change in various human capital initiatives, at <http://www.opm.gov>.

Regulatory Flexibility Act

I certify this regulation will not have a significant economic impact on a substantial number of small entities because it will only apply to Federal agencies and employees.

Executive Order 12866, Regulatory Review

This rule has been reviewed by the Office of Management and Budget in accordance with Executive Order 12866.

List of Subjects in 5 CFR Part 250

Authority delegations (Government agencies), Government employees.

Office of Personnel Management.

Linda M. Springer,
Director.

■ Accordingly, OPM is amending 5 CFR part 250, as follows:

PART 250—PERSONNEL MANAGEMENT IN AGENCIES

■ 1. The authority citation is revised to read as follows:

Authority: 5 U.S.C. 1101 note, 1103(a)(5), 1104, 1302, 3301, 3302, 7101 note; E.O. 13197, 66 FR 7853, 3 CFR 748 (2002); E.O. 10577, 12 FR 1259, 3 CFR, 1954–1958 Comp., p. 218.

Subpart B—[Added and Reserved]

- 2. Add and reserve subpart B.
- 3. Add subpart C to read as follows:
Sec.

Subpart C—Employee Surveys

- 250.301 Definitions.
- 250.302 Survey requirements.
- 250.303 Availability of results.

§ 250.301 Definitions.

Subpart C—Employee Surveys

In this part—
Agency means an executive agency as defined in 5 U.S.C. 105.

Executives are members of the Senior Executive Service or equivalent.

Leaders are an agency's management team. This includes anyone with supervisory or managerial duties.

Managers are those individuals in management positions who typically supervise one or more supervisors.

Organization means an agency, office, or division.

Supervisors are first-line supervisors who do not supervise other supervisors; typically those who are responsible for employees' performance appraisals and approval of their leave.

Team leaders are those who provide employees with day-to-day guidance in work projects, but do not have supervisory responsibilities or conduct performance appraisals.

Work unit means an immediate work unit headed by an immediate supervisor.

§ 250.302 Survey requirements.

(a) Each executive agency must conduct an annual survey of its employees containing the definitions and each question in this subpart.

(b) Each executive agency may include survey questions unique to the agency in addition to the prescribed employee survey questions under paragraph (c) of this section.

(c) The definitions and 45 prescribed employee survey questions and response choices are listed in the following tables:

Key terms	Definitions
Agency	An executive agency as defined in 5 U.S.C. 105.
Executives	Members of the Senior Executive Service or equivalent.
Leaders	An agency's management team. This includes anyone with supervisory or managerial duties.
Managers	Those individuals in management positions who typically supervise one or more supervisors.
Organization	An agency, office, or division.

Key terms	Definitions
Supervisors	First-line supervisors who do not supervise other supervisors; typically those who are responsible for employees' performance appraisals and approval of their leave.
Team leaders	Those who provide employees with day-to-day guidance in work projects, but do not have supervisory responsibilities or conduct performance appraisals.
Work unit	An immediate work unit headed by an immediate supervisor.

Employee survey questions	Employee response choices
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Personal Work Experiences

(1) The people I work with cooperate to get the job done	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, or Strongly Disagree.
(2) I am given a real opportunity to improve my skills in my organization.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, or Strongly Disagree.
(3) My work gives me a feeling of personal accomplishment	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, or Strongly Disagree.
(4) I like the kind of work I do	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, or Strongly Disagree.
(5) I have trust and confidence in my supervisor	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, or Strongly Disagree.
(6) Overall, how good a job do you feel is being done by your immediate supervisor/team leader?	Very Good, Good, Fair, Poor, or Very Poor.

Recruitment, Development & Retention

(7) The workforce has the job-relevant knowledge and skills necessary to accomplish organizational goals.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(8) My work unit is able to recruit people with the right skills	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(9) I know how my work relates to the agency's goals and priorities	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(10) The work I do is important	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(11) Physical conditions (for example, noise level, temperature, lighting, cleanliness in the workplace) allow employees to perform their jobs well.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(12) Supervisors/team leaders in my work unit support employee development.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(13) My talents are used well in the workplace	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(14) My training needs are assessed	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.

Performance Culture

(15) Promotions in my work unit are based on merit	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(16) In my work unit, steps are taken to deal with a poor performer who cannot or will not improve.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(17) Creativity and innovation are rewarded	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(18) In my most recent performance appraisal, I understood what I had to do to be rated at different performance levels (e.g., Fully Successful, Outstanding).	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or No Basis to Judge.
(19) In my work unit, differences in performance are recognized in a meaningful way.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(20) Pay raises depend on how well employees perform their jobs	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree or Do Not Know.
(21) My performance appraisal is a fair reflection of my performance	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(22) Discussions with my supervisor/team leader about my performance are worthwhile.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(23) Managers/supervisors/team leaders work well with employees of different backgrounds.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(24) My supervisor supports my need to balance work and family issues.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.

Leadership

(25) I have a high level of respect for my organization's senior leaders	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(26) In my organization, leaders generate high levels of motivation and commitment in the workforce.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.

Employee survey questions	Employee response choices
(27) Managers review and evaluate the organization's progress toward meeting its goals and objectives.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(28) Employees are protected from health and safety hazards on the job.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(29) Employees have a feeling of personal empowerment with respect to work processes.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(30) My workload is reasonable	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(31) Managers communicate the goals and priorities of the organization	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.
(32) My organization has prepared employees for potential security threats.	Strongly Agree, Agree, Neither Agree Nor Disagree, Disagree, Strongly Disagree, or Do Not Know.

Job Satisfaction

(33) How satisfied are you with the information you receive from management on what's going on in your organization?	Very Satisfied, Satisfied, Neither Satisfied Nor Dissatisfied, Dissatisfied, or Very Dissatisfied.
(34) How satisfied are you with your involvement in decisions that affect your work?	Very Satisfied, Satisfied, Neither Satisfied Nor Dissatisfied, Dissatisfied, or Very Dissatisfied.
(35) How satisfied are you with your opportunity to get a better job in your organization?	Very Satisfied, Satisfied, Neither Satisfied Nor Dissatisfied, Dissatisfied, or Very Dissatisfied.
(36) How satisfied are you with the recognition you receive for doing a good job?	Very Satisfied, Satisfied, Neither Satisfied Nor Dissatisfied, Dissatisfied, or Very Dissatisfied.
(37) How satisfied are you with the policies and practices of your senior leaders?	Very Satisfied, Satisfied, Neither Satisfied Nor Dissatisfied, Dissatisfied, or Very Dissatisfied.
(38) How satisfied are you with the training you receive for your present job?	Very Satisfied, Satisfied, Neither Satisfied Nor Dissatisfied, Dissatisfied, or Very Dissatisfied.
(39) Considering everything, how satisfied are you with your job?	Very Satisfied, Satisfied, Neither Satisfied Nor Dissatisfied, Dissatisfied, or Very Dissatisfied.
(40) Considering everything, how satisfied are you with your pay?	Very Satisfied, Satisfied, Neither Satisfied Nor Dissatisfied, Dissatisfied, or Very Dissatisfied.

Demographics (for agencies with 800 or more employees)

(41) What is your supervisory status?	a. Non-Supervisor: You do not supervise other employees. b. Team Leader: You are not an official supervisor; you provide employees with day-to-day guidance in work projects, but do not have supervisory responsibilities or conduct performance appraisals. c. Supervisor: You are responsible for employees' performance appraisals and approval of their leave, but you do not supervise other supervisors. d. Manager: You are in a management position and supervise one or more supervisors. e. Executive: Member of the Senior Executive Service or equivalent.
(42) Are you	a. Male. b. Female.
(43) Are you Hispanic or Latino?	a. Yes. b. No.
(44) Please select the racial category or categories with which you most closely identify (Please select one or more).	a. White. b. Black or African American. c. Native Hawaiian or other Pacific Islander. d. Asian. e. American Indian or Alaska Native.
(45) What is your agency subcomponent? (If Applicable)	An agency provided list of major divisions, bureaus, or other components one level below the agency/department.

§ 250.303 Availability of results.

(a) Each agency will make the results of its annual survey available to the public and post the results on its Web site, unless the agency head determines that doing so would jeopardize or negatively impact national security. The posted survey results will include the following:

- (1) The agency's evaluation of its survey results;
- (2) How the survey was conducted;

(3) Description of the employee sample, unless all employees are surveyed;

(4) The survey questions and response choices with the prescribed questions identified;

(5) The number of employees surveyed and number of survey respondents; and

(6) The number of respondents for each survey question and each response choice.

(b) Data must be collected by December 31 of each calendar year. Each agency must post the beginning

and ending dates of its employee survey and either the survey results described in paragraph (a) of this section or a statement noting the decision not to post no later than 120 days after the agency completes survey administration. OPM may extend this date under unusual circumstances.

(c) Each agency must submit its survey results to OPM no later than 120 days after the agency completes survey administration.

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Vol. 64, No. 10

Friday, January 15, 1999

Title 3—**Executive Order 13111 of January 12, 1999****The President****Using Technology To Improve Training Opportunities for Federal Government Employees**

Advances in technology and increased skills needs are changing the workplace at an ever increasing rate. These advances can make Federal employees more productive and provide improved service to our customers, the American taxpayers. We need to ensure that we continue to train Federal employees to take full advantage of these technological advances and to acquire the skills and learning needed to succeed in a changing workplace. A coordinated Federal effort is needed to provide flexible training opportunities to employees and to explore how Federal training programs, initiatives, and policies can better support lifelong learning through the use of learning technology.

To help us meet these goals, I am creating a task force on Federal training technology, directing Federal agencies to take certain steps to enhance employees' training opportunities through the use of training technology, and an advisory committee on the use of training technology, which also will explore options for financing the training and post-secondary education needed to upgrade skills and gain new knowledge.

Therefore, by the authority vested in me as President by the Constitution and the laws of the United States of America, including the Federal Advisory Committee Act, as amended (5 U.S.C. App.), and in furtherance of the purposes of Chapter 41 of title 5, United States Code, the Government Employees Training Act of 1958 (Public Law 85-507), as amended, and Executive Order 11348, "Providing for the Further Training of Government Employees," and in order to make effective use of technology to improve training opportunities for Federal Government employees, it is ordered as follows:

Section 1. Establishment of the President's Task Force on Federal Training Technology. (a) The "President's Task Force on Federal Training Technology" (Task Force) is established. The Task Force shall provide leadership regarding the effective use of technology in training and education; make training opportunities an integral part of continuing employment in the Federal Government; and facilitate the ongoing coordination of Federal activities concerning the use of technology in training. The Task Force shall consist of the heads of the following departments and agencies or their representatives: the Departments of State, the Treasury, Defense, Justice, Interior, Agriculture, Commerce, Labor, Health and Human Services, Housing and Urban Development, Transportation, Energy, and Education; the Office of Personnel Management, General Services Administration, Environmental Protection Agency, National Aeronautics and Space Administration, Small Business Administration, and Social Security Administration; a representative from the Small Agency Council; and representatives from other relevant agencies and related Federal councils, as determined by the Chair and Vice Chair of the Task Force.

(b) Within 30 days of the date of this order, the head of each agency or council shall designate a senior official to serve as a representative to the Task Force. The representative shall report directly to the agency head or the President's Management Council member on the agency's or council's activities under this order.

(c) The Director of the Office of Personnel Management (OPM) shall be the Chair and the representative from the Department of Labor shall be the Vice Chair of the Task Force.

(d) The Chair and Vice Chair shall appoint an Executive Director.

(e) The Task Force member agencies shall provide any required staffing and funding, as appropriate.

Sec. 2. Duties of the Task Force. (a) Within 18 months of the date of this order, the Task Force shall develop and recommend to the President, through the Assistant to the President for Economic Policy and the Assistant to the President for Science and Technology, a policy to make effective use of technology to improve training opportunities for Federal Government employees. The policy should promote and integrate the effective use of training technologies to create affordable and convenient training opportunities to improve Federal employee performance. The Task Force shall seek the views of experts from industry, academia, and State and local governments as the Task Force proceeds, as appropriate. Specifically, the Task Force shall:

(1) develop strategies to improve the efficiency and availability of training opportunities for Federal Government employees;

(2) form partnerships among key Federal agencies, State and local governments, businesses, universities, and other appropriate entities to promote the development and use of high-quality training opportunities;

(3) analyze the use of technology in existing training programs and policies of the Task Force member agencies to determine what changes, modifications, and innovations may be necessary to advance training opportunities;

(4) in consultation with the Department of Defense and the National Institute of Standards and Technology, recommend standards for training software and associated services purchased by Federal agencies and contractors. These standards should be consistent with voluntary industry consensus-based commercial standards. Agencies, where appropriate, should use these standards in procurements to promote reusable training component software and thereby reduce duplication in the development of courseware;

(5) evaluate and, where appropriate, coordinate and collaborate on, research and demonstration activities of Task Force member agencies related to Federal training technology;

(6) identify and support cross-agency training areas that would particularly benefit from new instructional technologies and facilitate multiagency procurement and use of training materials, where appropriate;

(7) in consultation with the General Services Administration, the Office of Personnel Management, and the Office of Federal Procurement Policy of the Office of Management and Budget (OFPP), promote existing and new procurement vehicles that allow agencies to provide innovative training opportunities for Federal employees;

(8) recommend changes that may be needed to existing procurement laws to further the objectives of this order and forward the recommendations to the Administrator of OFPP; and

(b) develop options and recommendations for establishing a Federal Individual Training Account for each Federal worker for training relevant to his or her Federal employment. To the extent permitted by law, such accounts may be established with the funds allocated to the agency for employee training. Approval for training would be within the discretion of the individual employee's manager. Options and recommendations shall be reported no later than 6 months from the date of this order.

Sec. 3. Duties of All Federal Agencies. (a) Each Federal agency shall, to the extent permitted by law:

(1) include as part of its annual budget process a set of goals to provide the highest quality and most efficient training opportunities possible to its employees, and a set of performance measures of the quality and availability of training opportunities possible to its employees. Such measures should be, where appropriate, based on outcomes related to performance rather than time allocation;

(2) identify the resources necessary to achieve the aforementioned goals and performance measures articulated in its annual performance plan;

(3) and, where practicable, use the standards recommended by the Task Force and published by the Office of Personnel Management for purchasing training software and associated services; and

(4) subject to the availability of appropriations, post training courses, information, and other learning opportunities on the Department of Labor's America's Learning Exchange (ALX), or other appropriate information dissemination vehicles as determined by the Task Force, to make information about Federal training courses, information, and other learning opportunities widely available to Federal employees.

(b) Each Federal agency, to the extent permitted by law, is encouraged to consider how savings achieved through the efficient use of training technology can be reinvested in improved training for their employees.

Sec. 4. Duties of Specific Federal Agencies. (a) In light of the Office of Personnel Management's responsibility for developing Government-wide training policy, coordinating and managing training policy programs, and providing technical assistance to Federal agencies, the Office of Personnel Management or other appropriate agency as determined by the Task Force shall:

(1) in consultation with the Task Force, the Department of Defense, the National Institute of Standards and Technology, the Department of Labor, and other appropriate agencies as determined by OPM, publish the standards for training software and associated services recommended by the Task Force; and

(2) ensure that qualification standards for civil service positions, where appropriate, reflect standard industry certification practices.

(b) The Department of Labor or other appropriate agency as determined by the Task Force shall, subject to the availability of appropriations:

(1) establish a specialized database for Federal training within the framework of the Department of Labor's ALX, or other appropriate information dissemination vehicles determined by the Task Force, to make information about Federal training courses, information, and other learning opportunities widely available to Federal employees;

(2) establish and maintain a training technology website for agencies to post training needs and to foster communication among the agencies and between public and private sector organizations to identify and meet common needs; and

(3) establish a staffed help desk and technology resource center to support Federal agencies using training technology and to facilitate the development of online training courses.

(c) The Department of Defense or other appropriate agency as determined by the Task Force shall:

(1) in consultation with the National Institute of Standards and Technology, lead Federal participation in business and university organizations charged with developing consensus standards for training software and associated services and lead the Federal review of the standards; and

(2) provide guidance to Defense agencies and advise the civilian agencies, as appropriate, on how best to use these standards for large-scale development and implementation of efficient and effective distributed learning technologies.

(d) Each Executive department shall designate at least one subject area of training that it will use to demonstrate opportunities in technology-based training and assign an agency leader in the designated area. Leaders in these training technology experiments shall work closely with other agencies with similar training interests. Each Executive department shall develop a plan for measuring and evaluating the effectiveness, cost-effectiveness, and benefits to employees and the agency for each designated subject area.

Sec. 5. *Establishment of Advisory Committee on Expanding Training Opportunities.*

The Advisory Committee on Expanding Training Opportunities (Committee) is established. The Committee shall consist of not more than 20 members appointed by the President from outside the Federal Government, including representatives of the research, education, labor, and training communities, information technology sector, and representatives from other critical sectors. The President shall designate Co-Chairs from among the members of the Committee.

Sec. 6. *Functions of the Advisory Committee.* The Committee shall provide the President, through the Assistant to the President for Economic Policy and the Assistant to the President for Science and Technology (Assistants to the President), with: (a) an independent assessment of:

(1) progress made by the Federal Government in its use and integration of technology in training programs, particularly in the use of voluntary industry consensus-based commercial standards for training software and associated services;

(2) how Federal Government programs, initiatives, and policies can encourage or accelerate training technology to provide more accessible, more timely, and more cost-effective training opportunities for all Americans;

(3) mechanisms for the Federal Government to encourage private sector investment in the development of high-quality instructional software and wider deployment and utilization of technology-mediated instruction so that all Americans may take advantage of the opportunities provided by learning technology; and

(4) the appropriate Federal Government role in research and development for learning technologies and their applications in order to develop high-quality training and education opportunities for all Americans;

(b) an analysis of options for helping adult Americans finance the training and post-secondary education needed to upgrade skills and gain new knowledge. Options for financial mechanisms may include grants, tax incentives, low-interest loans, or other vehicles to make training and post-secondary education accessible to adults throughout their lifetimes; and

(c) advice on other issues regarding emerging technologies in government training and financing training and post-secondary education for adult Americans as specified by the Assistants to the President.

Sec. 7. *Administration of the Advisory Committee.* (a) To the extent permitted by law and subject to the availability of appropriations, the Office of Personnel Management shall provide the financial and administrative support for the Committee.

(b) The heads of Executive agencies shall, to the extent permitted by law, provide to the Committee such information as it may require for the purpose of carrying out its functions.

(c) The Committee Co-Chairs may, from time to time, invite experts to submit information to the Committee and may form subcommittees or working groups within the Committee to review specific issues.

(d) Members of the Committee shall serve without compensation but shall be allowed travel expenses, including per diem instead of subsistence, as authorized by law for persons serving intermittently in the Government service (5 U.S.C. 5701-5707).

(e) Notwithstanding any other Executive order, the functions of the President under the Federal Advisory Committee Act, as amended, that are applicable to the Committee, except that of reporting to the Congress, shall be performed by the Office of Personnel Management in accordance with guidelines that have been issued by the Administrator of General Services.

(f) The Committee shall terminate 2 years from the date of this order unless extended by the President prior to such date.

Sec. 8. Definitions. (a) As used in this order, the terms "agency," "employee," "Government," and "training" have the meaning given to those terms, respectively, by section 4101 of title 5, United States Code.

(b) The term "technology," means any equipment or interconnected system or subsystem of equipment that is used in the automatic acquisition, storage, manipulation, management, movement, control, display, switching, interchange, transmission, or reception of data or information, including computers, ancillary equipment, software, firmware and similar procedures, services (including support services), and related resources. For purposes of the preceding sentence, equipment is used by an Executive agency if the equipment is used by the Executive agency directly or is used by a contractor under a contract with the Executive agency that requires the use of such equipment. The term "technology" does not include any equipment that is acquired by a Federal contractor incidental to a Federal contract.

Sec. 9. Judicial Review. This order does not create any enforceable rights against the United States, its agencies, its officers, or any person.



THE WHITE HOUSE,
January 12, 1999.

[FR Doc. 99-1185
Filed 1-14-98; 9:10 am]
Billing code 3195-01-P

(a) to locate any person in order to collect a debt due to Her Majesty in right of Canada by that person; or

(b) to set off a debt due to Her Majesty in right of Canada or a province against any sum of money that may be due or payable by Her Majesty in right of Canada.

R.S., 1985, c. F-11, s. 9; 1991, c. 24, s. 3.

Regulations

10. Subject to any other Act of Parliament, the Treasury Board may make regulations

(a) for the purpose of ensuring effective co-ordination of administrative functions and services among and within departments;

(b) for the establishment of general administrative standards of performance and respecting the assessment of the performance of portions of the federal public administration in the light of such standards;

(c) respecting the collection, management and administration of, and the accounting for, public money;

(d) respecting the keeping of records of public property;

(d.1) respecting the severance pay or other amounts payable to an employee or former employee whose employment is terminated pursuant to paragraph 11(2)(g.1), and any terms and conditions subject to which and the manner in which those amounts are to be paid;

(e) for the purposes of any provision of this Act that contemplates regulations of the Treasury Board; and

(f) for any other purpose necessary for the efficient administration of the federal public administration.

R.S., 1985, c. F-11, s. 10; 1991, c. 24, s. 50(F); 1996, c. 18, s. 4; 2003, c. 22, s. 224(E).

Human Resources Management

Definitions

11. (1) The following definitions apply in this section and sections 11.1 to 13.

“core public administration”
« *administration publique centrale* »

“core public administration” means the departments named in Schedule I and the other portions of the federal public administration named in Schedule IV.

“deputy head”
« *administrateur général* »

“deputy head” means

a) retrouver un débiteur de Sa Majesté du chef du Canada;

b) compenser une créance de Sa Majesté du chef du Canada ou d’une province par une somme d’argent dont Sa Majesté du chef du Canada est ou pourrait être débitrice.

L.R. (1985), ch. F-11, art. 9; 1991, ch. 24, art. 3.

Règlements

10. Sous réserve des autres lois fédérales, le Conseil du Trésor peut prendre des règlements :

a) en vue d’assurer la bonne coordination des fonctions et services administratifs, tant à l’intérieur des ministères qu’entre eux;

b) en vue de fixer des normes administratives générales d’objectifs à atteindre et concernant l’appréciation, par rapport à ces normes, des résultats atteints par certains secteurs de l’administration publique fédérale;

c) concernant la perception, la gestion, l’administration et la comptabilité des fonds publics;

d) concernant la tenue d’inventaires des biens publics;

d.1) concernant les paiements relatifs aux indemnités de départ et autres montants à verser aux employés ou anciens employés licenciés dans les circonstances visées à l’alinéa 11(2)g.1) et les conditions et modalités applicables à leur versement;

e) en vue de procéder à toute autre mesure d’ordre réglementaire prévue par la présente loi;

f) à toute autre fin nécessaire à la bonne gestion de l’administration publique fédérale.

L.R. (1985), ch. F-11, art. 10; 1991, ch. 24, art. 50(F); 1996, ch. 18, art. 4; 2003, ch. 22, art. 224(A).

Gestion des ressources humaines

Définitions

11. (1) Les définitions qui suivent s’appliquent au présent article et aux articles 11.1 à 13.

« administrateur général » S’entend :

a) à l’égard de tout ministère figurant à l’annexe I, du sous-ministre;

« administrateur général »
“*deputy head*”

(a) in relation to a department named in Schedule I, its deputy minister;

(b) in relation to any portion of the federal public administration named in Schedule IV, its chief executive officer or, if there is no chief executive officer, its statutory deputy head or, if there is neither, the person who occupies the position designated under subsection (2) in respect of that portion;

(c) in relation to a separate agency, its chief executive officer or, if there is no chief executive officer, its statutory deputy head or, if there is neither, the person who occupies the position designated under subsection (2) in respect of that separate agency; and

(d) in relation to any portion of the federal public administration designated for the purposes of paragraph (d) of the definition “public service”, its chief executive officer or, if there is no chief executive officer, the person who occupies the position designated under subsection (2) in respect of that portion.

“public service”
« fonction publique »

“public service” means the several positions in or under

- (a) the departments named in Schedule I;
- (b) the other portions of the federal public administration named in Schedule IV;
- (c) the separate agencies named in Schedule V; and
- (d) any other portion of the federal public administration that may be designated by the Governor in Council for the purpose of this paragraph.

“separate agency”
« organisme distinct »

“separate agency” means a portion of the federal public administration named in Schedule V.

“statutory deputy head”
« administrateur général au titre de la loi »

“statutory deputy head” means any officer who, by any Act of Parliament, is or is deemed to be a deputy head or who has, or is deemed to have, the rank of a deputy head.

Designation of certain deputy heads

(2) The Governor in Council may designate any position to be the position of deputy head in respect of

b) à l’égard de tout secteur de l’administration publique fédérale figurant à l’annexe IV, de son premier dirigeant ou, à défaut, de son administrateur général au titre de la loi ou, à défaut de l’un et l’autre, du titulaire du poste désigné en vertu du paragraphe (2) à l’égard de ce secteur;

c) à l’égard de tout organisme distinct, de son premier dirigeant ou, à défaut, de son administrateur général au titre de la loi ou, à défaut de l’un et l’autre, du titulaire du poste désigné en vertu du paragraphe (2) à l’égard de cet organisme;

d) à l’égard de tout secteur de l’administration publique fédérale désigné pour l’application de l’alinéa d) de la définition de « fonction publique », de son premier dirigeant ou, à défaut, du titulaire du poste désigné en vertu du paragraphe (2) à l’égard de ce secteur.

« administrateur général au titre de la loi » Toute personne qui, au titre d’une loi fédérale, est ou est réputée être administrateur général ou en a ou est réputée en avoir le rang ou le statut.

« administrateur général au titre de la loi »
“statutory deputy head”

« administration publique centrale » Les ministères figurant à l’annexe I et les autres secteurs de l’administration publique fédérale figurant à l’annexe IV.

« administration publique centrale »
“core public administration”

« fonction publique » L’ensemble des postes qui sont compris dans les entités ci-après ou qui en relèvent :

« fonction publique »
“public service”

- a) les ministères figurant à l’annexe I;
- b) les autres secteurs de l’administration publique fédérale figurant à l’annexe IV;
- c) les organismes distincts figurant à l’annexe V;
- d) les autres secteurs de l’administration publique fédérale que peut désigner le gouverneur en conseil pour l’application du présent alinéa.

« organisme distinct » Secteur de l’administration publique fédérale figurant à l’annexe V.

« organisme distinct »
“separate agency”

(2) Le gouverneur en conseil peut désigner tout poste comme poste d’administrateur général :

Désignation de certains administrateurs généraux

- (a) any portion of the federal public administration named in Schedule IV or V for which there is no chief executive officer; and
- (b) each portion of the federal public administration designated for the purpose of paragraph (d) of the definition “public service” in subsection (1) for which there is no chief executive officer.

R.S., 1985, c. F-11, s. 11; R.S., 1985, c. 9 (1st Supp.), s. 22; 1991, c. 24, s. 50(F); 1992, c. 54, s. 81; 1995, c. 44, s. 51; 1996, c. 18, s. 5; 1999, c. 31, s. 101(F); 2003, c. 22, ss. 8, 264.

Powers of the
Treasury Board

11.1 (1) In the exercise of its human resources management responsibilities under paragraph 7(1)(e), the Treasury Board may

- (a) determine the human resources requirements of the public service and provide for the allocation and effective utilization of human resources in the public service;
- (b) provide for the classification of positions and persons employed in the public service;
- (c) determine and regulate the pay to which persons employed in the public service are entitled for services rendered, the hours of work and leave of those persons and any related matters;
- (d) determine and regulate the payments that may be made to persons employed in the public service by way of reimbursement for travel or other expenses and by way of allowances in respect of expenses and conditions arising out of their employment;
- (e) subject to the *Employment Equity Act*, establish policies and programs with respect to the implementation of employment equity in the public service;
- (f) establish policies or issue directives respecting the exercise of the powers granted by this Act to deputy heads in the core public administration and the reporting by those deputy heads in respect of the exercise of those powers;
- (g) establish policies or issue directives respecting
 - (i) the manner in which deputy heads in the core public administration may deal with grievances under the *Public Service Labour Relations Act* to which they are a party, and the manner in which they may

- a) pour chacun des secteurs de l’administration publique fédérale figurant aux annexes IV ou V sans premier dirigeant;
- b) pour chacun des secteurs de l’administration publique fédérale sans premier dirigeant désigné pour l’application de l’alinéa d) de la définition de « fonction publique » au paragraphe (1).

L.R. (1985), ch. F-11, art. 11; L.R. (1985), ch. 9 (1^{er} suppl.), art. 22; 1991, ch. 24, art. 50(F); 1992, ch. 54, art. 81; 1995, ch. 44, art. 51; 1996, ch. 18, art. 5; 1999, ch. 31, art. 101(F); 2003, ch. 22, art. 8 et 264.

Pouvoirs du
Conseil du
Trésor

11.1 (1) Le Conseil du Trésor peut, dans l’exercice des attributions en matière de gestion des ressources humaines que lui confère l’alinéa 7(1)e) :

- a) déterminer les effectifs nécessaires à la fonction publique et assurer leur répartition et leur bonne utilisation;
- b) pourvoir à la classification des postes et des personnes employées dans la fonction publique;
- c) déterminer et réglementer les traitements auxquels ont droit les personnes employées dans la fonction publique, leurs horaires et leurs congés, ainsi que les questions connexes;
- d) déterminer et réglementer les indemnités susceptibles d’être versées aux personnes employées dans la fonction publique soit pour des frais de déplacement ou autres, soit pour des dépenses ou en raison de circonstances liées à leur emploi;
- e) sous réserve de la *Loi sur l’équité en matière d’emploi*, fixer des orientations et établir des programmes destinés à la mise en oeuvre de l’équité en matière d’emploi dans la fonction publique;
- f) élaborer des lignes directrices ou des directives sur l’exercice des pouvoirs conférés par la présente loi aux administrateurs généraux de l’administration publique centrale, ainsi que les rapports que ceux-ci doivent préparer sur l’exercice de ces pouvoirs;
- g) élaborer des lignes directrices ou des directives :
 - (i) d’une part, sur la façon dont les administrateurs généraux de l’administration publique centrale peuvent s’occuper des

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deal with them if the grievances are referred to adjudication under subsection 209(1) of that Act, and

(ii) the reporting by those deputy heads in respect of those grievances;

(h) establish policies or issue directives respecting the disclosure by persons employed in the public service of information concerning wrongdoing in the public service and the protection from reprisal of persons who disclose such information in accordance with those policies or directives;

(i) establish policies or issue directives respecting the prevention of harassment in the workplace and the resolution of disputes relating to such harassment; and

(j) provide for any other matters, including terms and conditions of employment not otherwise specifically provided for in this section, that it considers necessary for effective human resources management in the public service.

griefs présentés sous le régime de la *Loi sur les relations de travail dans la fonction publique* auxquels ils sont parties et plus particulièrement de ceux de ces griefs qui sont renvoyés à l'arbitrage en vertu du paragraphe 209(1) de cette loi,

(ii) d'autre part, sur les rapports que ces administrateurs doivent préparer sur ces griefs;

h) élaborer des lignes directrices ou des directives concernant la communication par les personnes employées dans la fonction publique de renseignements sur les actes fautifs commis au sein de celle-ci et la protection de ces personnes contre les représailles lorsqu'elles communiquent ces renseignements conformément à ces lignes directrices ou directives;

i) élaborer des lignes directrices ou des directives concernant la prévention du harcèlement en milieu de travail et le règlement des différends auquel il donne lieu;

j) régir toute autre question, notamment les conditions de travail non prévues de façon expresse par le présent article, dans la mesure où il l'estime nécessaire à la bonne gestion des ressources humaines de la fonction publique.

Limitation

(2) The powers of the Treasury Board in relation to any of the matters specified in subsection (1)

(a) do not extend to any matter that is expressly determined, fixed, provided for, regulated or established by any Act otherwise than by the conferring of powers in relation to those matters on any authority or person specified in that Act; and

(b) do not include or extend to

(i) any power specifically conferred on the Public Service Commission under the *Public Service Employment Act*, or

(ii) any process of human resources selection required to be used under the *Public Service Employment Act* or authorized to be used by the Public Service Commission under that Act.

2003, c. 22, s. 8.

(2) Le Conseil du Trésor ne peut :

a) exercer ses pouvoirs à l'égard des questions visées au paragraphe (1) si celles-ci sont expressément régies par une autre loi et non par simple attribution de pouvoirs à une autorité ou à une personne déterminée;

b) exercer des pouvoirs expressément conférés à la Commission de la fonction publique sous le régime de la *Loi sur l'emploi dans la fonction publique*, ou mettre en oeuvre des méthodes de sélection du personnel dont l'application relève, sous le régime de cette loi, de la Commission.

2003, ch. 22, art. 8.

Limite aux pouvoirs du Conseil du Trésor

Delegation by Governor in Council

11.2 (1) The Governor in Council may delegate to the minister of the Crown responsible for a separate agency, or to its deputy head, any of the powers or functions of the Governor in Council or the Treasury Board in relation to human resources management in that separate agency, subject to any terms and conditions that the Governor in Council directs.

11.2 (1) Le gouverneur en conseil peut, sous réserve des conditions et modalités qu'il fixe, déléguer telles de ses attributions ou des attributions du Conseil du Trésor, en matière de gestion des ressources humaines d'un organisme distinct, au ministre compétent ou à l'administrateur général.

Délégation par le gouverneur en conseil

Sub-delegation

(2) Any person to whom powers or functions are delegated under subsection (1) may, subject to and in accordance with the delegation, sub-delegate any of those powers or functions to any person under their jurisdiction.

(2) Les déléguaires visés au paragraphe (1) peuvent, sous réserve des conditions et modalités de la délégation, subdéléguer à leurs subordonnés les attributions qu'ils ont reçues.

Subdélégation

2003, c. 22, s. 8.

2003, ch. 22, art. 8.

Powers of deputy heads in core public administration

12. (1) Subject to paragraphs 11.1(1)(f) and (g), every deputy head in the core public administration may, with respect to the portion for which he or she is deputy head,

12. (1) Sous réserve des alinéas 11.1(1)(f) et (g), chaque administrateur général peut, à l'égard du secteur de l'administration publique centrale dont il est responsable :

Pouvoirs des administrateurs généraux de l'administration publique centrale

(a) determine the learning, training and development requirements of persons employed in the public service and fix the terms on which the learning, training and development may be carried out;

a) déterminer les besoins en matière d'apprentissage, de formation et de perfectionnement des personnes employées dans la fonction publique et fixer les conditions de mise en oeuvre de cet apprentissage, de cette formation et de ce perfectionnement;

(b) provide for the awards that may be made to persons employed in the public service for outstanding performance of their duties, for other meritorious achievement in relation to their duties or for inventions or practical suggestions for improvements;

b) prévoir les primes susceptibles d'être accordées aux personnes employées dans la fonction publique pour résultats exceptionnels ou toutes autres réalisations méritoires dans le cadre de leurs fonctions, pour des inventions ou pour des idées pratiques d'amélioration;

(c) establish standards of discipline and set penalties, including termination of employment, suspension, demotion to a position at a lower maximum rate of pay and financial penalties;

c) établir des normes de discipline et prescrire des mesures disciplinaires, y compris le licenciement, la suspension, la rétrogradation à un poste situé dans une échelle de traitement comportant un plafond inférieur et les sanctions pécuniaires;

(d) provide for the termination of employment, or the demotion to a position at a lower maximum rate of pay, of persons employed in the public service whose performance, in the opinion of the deputy head, is unsatisfactory;

d) prévoir le licenciement ou la rétrogradation à un poste situé dans une échelle de traitement comportant un plafond inférieur de toute personne employée dans la fonction publique dans les cas où il est d'avis que son rendement est insuffisant;

(e) provide for the termination of employment, or the demotion to a position at a lower maximum rate of pay, of persons employed in the public service for reasons other than breaches of discipline or misconduct; and

e) prévoir, pour des raisons autres qu'un manquement à la discipline ou une inconduite, le licenciement ou la rétrogradation à un poste situé dans une échelle de traitement comportant un plafond inférieur d'une personne employée dans la fonction publique;

(f) provide for the termination of employment of persons to whom an offer of employment is made as the result of the transfer

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of any work, undertaking or business from the core public administration to any body or corporation that is not part of the core public administration.

f) régir toutes les questions relatives au licenciement des personnes à qui une offre d'emploi est faite en raison du transfert d'une activité ou entreprise de l'administration publique centrale à toute entité qui n'en fait pas partie.

Powers of other deputy heads

(2) Subject to any terms and conditions that the Governor in Council may direct, every deputy head of a separate agency, and every deputy head designated under paragraph 11(2) (b), may, with respect to the portion of the federal public administration for which he or she is deputy head,

(2) Sous réserve des conditions que fixe le gouverneur en conseil, chaque administrateur général d'un organisme distinct et chaque administrateur général désigné par le gouverneur en conseil en vertu de l'alinéa 11(2)b) peut, à l'égard du secteur de l'administration publique fédérale dont il est responsable :

Pouvoirs d'autres administrateurs généraux

(a) determine the learning, training and development requirements of persons employed in the public service and fixing the terms on which the learning, training and development may be carried out;

a) déterminer les besoins en matière d'apprentissage, de formation et de perfectionnement des personnes employées dans la fonction publique et fixer les conditions de mise en oeuvre de cet apprentissage, de cette formation et de ce perfectionnement;

(b) provide for the awards that may be made to persons employed in the public service for outstanding performance of their duties, for other meritorious achievement in relation to their duties or for inventions or practical suggestions for improvements;

b) prévoir les primes susceptibles d'être accordées aux personnes employées dans la fonction publique pour résultats exceptionnels ou toutes autres réalisations méritoires dans le cadre de leurs fonctions, pour des inventions ou pour des idées pratiques d'amélioration;

(c) establish standards of discipline and set penalties, including termination of employment, suspension, demotion to a position at a lower maximum rate of pay and financial penalties; and

c) établir des normes de discipline et prescrire des mesures disciplinaires, y compris le licenciement, la suspension, la rétrogradation à un poste situé dans une échelle de traitement comportant un plafond inférieur et les sanctions pécuniaires;

(d) provide for the termination of employment, or the demotion to a position at a lower maximum rate of pay, of persons employed in the public service for reasons other than breaches of discipline or misconduct.

d) prévoir, pour des raisons autres qu'un manquement à la discipline ou qu'une inconduite, le licenciement ou la rétrogradation à un poste situé dans une échelle de traitement comportant un plafond inférieur de toute personne employée dans la fonction publique.

For cause

(3) Disciplinary action against, or the termination of employment or the demotion of, any person under paragraph (1)(c), (d) or (e) or (2) (c) or (d) may only be for cause.

(3) Les mesures disciplinaires, le licenciement ou la rétrogradation découlant de l'application des alinéas (1)c), d) ou e) ou (2)c) ou d) doivent être motivés.

Motifs nécessaires

R.S., 1985, c. F-11, s. 12; 1995, c. 17, s. 7; 1996, c. 18, s. 6; 2003, c. 22, s. 8.

L.R. (1985), ch. F-11, art. 12; 1995, ch. 17, art. 7; 1996, ch. 18, art. 6; 2003, ch. 22, art. 8.

Limitation

12.1 Section 11.1 and subsection 12(2) apply subject to the provisions of any Act of Parliament, or any regulation, order or other instrument made under the authority of an Act of

12.1 L'article 11.1 et le paragraphe 12(2) s'appliquent sous réserve de toute loi fédérale et de tout texte d'application de celle-ci concernant les attributions d'un organisme distinct.

Restriction

2003, ch. 22, art. 8.

Parliament, respecting the powers or functions of a separate agency.

2003, c. 22, s. 8.

Delegation by deputy head

12.2 (1) A deputy head may delegate to any person any of the deputy head's powers or functions in relation to human resources management, subject to any terms and conditions that he or she directs.

12.2 (1) L'administrateur général peut, sous réserve des conditions et modalités qu'il fixe, déléguer à toute personne telles de ses attributions en matière de gestion des ressources humaines.

Délégation par l'administrateur général

Sub-delegation

(2) Any person to whom powers or functions are delegated under subsection (1) may, subject to and in accordance with the delegation, sub-delegate any of those powers or functions to any other person.

(2) Les délégués visés au paragraphe (1) peuvent, sous réserve des conditions et modalités de la délégation, subdéléguer à toute autre personne les attributions qu'ils ont reçues.

Subdélégation

2003, ch. 22, art. 8.

National Joint Council agreements

12.3 (1) Despite any other Act of Parliament, if the employment of an employee is terminated under paragraph 12(1)(f), agreements of the National Joint Council, other than agreements of the National Joint Council that are related to work force adjustment, cease to apply to the employee immediately before the termination of employment, unless the termination of employment was the result of the transfer of any work, undertaking or business from the core public administration to any body or corporation that is

12.3 (1) Malgré toute autre loi fédérale, lorsque des fonctionnaires d'un secteur de l'administration publique centrale sont licenciés au titre de l'alinéa 12(1)f) en raison du transfert d'une activité ou entreprise de ce secteur à une autre entité, les accords conclus par le Conseil national mixte, à l'exception des accords portant sur le réaménagement des effectifs, cessent de s'appliquer à ces fonctionnaires immédiatement avant leur licenciement sauf si, selon le cas, l'entité :

Accords conclus par le Conseil national mixte

(a) a separate agency; or

a) est un organisme distinct;

(b) another portion of the federal public administration designated by the Governor in Council for the purpose of paragraph (d) of the definition "public service" in subsection 11(1).

b) est un autre secteur de l'administration publique fédérale désigné par le gouverneur en conseil pour l'application de l'alinéa d) de la définition de « fonction publique » au paragraphe 11(1).

Accrued benefits

(2) Her Majesty in right of Canada, as represented by the Treasury Board, continues to be responsible for any obligation of Her Majesty in respect of benefits arising out of agreements of the National Joint Council that had accrued to employees of a body or corporation immediately before the date of the transfer referred to in subsection (1).

(2) Sa Majesté du chef du Canada représentée par le Conseil du Trésor continue d'être responsable des obligations qu'elle a contractées relativement aux avantages découlant des accords conclus par le Conseil national mixte et dont pourraient bénéficier les fonctionnaires du fait de leur transfert visé au paragraphe (1).

Avantages

2003, c. 22, s. 8.

2003, ch. 22, art. 8.

12.4 [Repealed, 2012, c. 19, s. 218]

12.4 [Abrogé, 2012, ch. 19, art. 218]

Right or power of Governor in Council not affected

13. (1) Subject to subsection (2), nothing in this Act or any other Act of Parliament is to be construed as limiting or affecting the right or power of the Governor in Council to suspend or dismiss, on the basis of a security assessment, any person employed in the public service.

13. (1) Sous réserve du paragraphe (2), la présente loi ni aucune autre loi fédérale n'ont pour effet de porter atteinte au droit ou au pouvoir du gouverneur en conseil de suspendre ou de destituer une personne employée dans la fonction publique en raison d'une évaluation de sécurité.

Préservation des droits et pouvoirs du gouverneur en conseil

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Restriction	<p>(2) If a person has made a complaint with respect to a security assessment to the Security Intelligence Review Committee established by subsection 34(1) of the <i>Canadian Security Intelligence Service Act</i>, that person may not be dismissed by the Governor in Council until after the completion of the investigation in relation to that complaint.</p>	<p>(2) Une personne ne peut être destituée par le gouverneur en conseil si elle a porté plainte contre une évaluation de sécurité devant le comité de surveillance des activités de renseignement de sécurité constitué par le paragraphe 34(1) de la <i>Loi sur le Service canadien du renseignement de sécurité</i> et si l'enquête sur la plainte n'est pas terminée.</p>	Restriction
Order to be conclusive proof	<p>(3) For the purpose of subsection (1), any order made by the Governor in Council is conclusive proof of the matters stated therein in relation to the suspension or dismissal of any person in the interest of the safety or security of Canada or any state allied or associated with Canada.</p> <p>R.S., 1985, c. F-11, s. 13; 1991, c. 24, s. 50(F); 2003, c. 22, s. 9.</p>	<p>(3) Pour l'application du paragraphe (1), un décret de suspension ou de destitution pris par le gouverneur en conseil, dans l'intérêt de la sûreté ou de la sécurité du Canada, ou d'un État qui lui est allié ou associé, fait foi de son contenu.</p> <p>L.R. (1985), ch. F-11, art. 13; 1991, ch. 24, art. 50(F); 2003, ch. 22, art. 9.</p>	Caractère probant du décret
DEPARTMENT OF FINANCE		MINISTÈRE DES FINANCES	
Department established	<p>14. There is hereby established a department of the Government of Canada called the Department of Finance over which the Minister of Finance appointed by commission under the Great Seal shall preside.</p> <p>R.S., c. F-10, s. 8.</p>	<p>14. Est constitué le ministère des Finances, placé sous l'autorité du ministre des Finances. Celui-ci est nommé par commission sous le grand sceau.</p> <p>S.R., ch. F-10, art. 8.</p>	Constitution
Minister	<p>15. The Minister holds office during pleasure and has the management and direction of the Department, the management of the Consolidated Revenue Fund and the supervision, control and direction of all matters relating to the financial affairs of Canada not by law assigned to the Treasury Board or to any other minister.</p> <p>R.S., c. F-10, s. 9.</p>	<p>15. Le ministre occupe sa charge à titre amovible; il assure la direction et la gestion du ministère, ainsi que la gestion du Trésor; de lui relèvent également, en matière de finances publiques, toutes les questions non attribuées de droit au Conseil du Trésor ou à un autre ministre.</p> <p>S.R., ch. F-10, art. 9.</p>	Ministre
Advisory and other committees	<p>15.1 (1) The Minister may establish advisory and other committees and provide for their membership, duties, functions and operation.</p>	<p>15.1 (1) Le ministre peut constituer des comités consultatifs ou autres, et en prévoir la composition, les attributions et le fonctionnement.</p>	Comités consultatifs et autres
Remuneration and expenses	<p>(2) Members of a committee may be paid for their services the remuneration and expenses that the Governor in Council may determine.</p> <p>2008, c. 28, s. 153.</p>	<p>(2) Les membres des comités reçoivent, pour leurs services, la rémunération et les indemnités que peut déterminer le gouverneur en conseil.</p> <p>2008, ch. 28, art. 153.</p>	Rémunération et indemnités
Deputy head	<p>16. The Governor in Council may appoint an officer called the Deputy Minister of Finance to hold office during pleasure and to be the deputy head of the Department.</p> <p>R.S., c. F-10, s. 10.</p>	<p>16. Le gouverneur en conseil peut nommer à titre amovible un sous-ministre des Finances; celui-ci est l'administrateur général du ministère.</p> <p>S.R., ch. F-10, art. 10.</p>	Administrateur général

附錄12：澳洲文官委員會2011-14年業務協議

Part B Technical and General**Background**

1. This is an Agreement under section 172 of the *Fair Work Act 2009*.

Title

2. This Agreement shall be known as the *Australian Public Service Commission Enterprise Agreement 2011 – 2014*.

Purpose

3. The purpose of this Agreement is to set out the terms and conditions of employment of Employees covered by the Agreement.

Parties covered by this Agreement

4. In accordance with section 53 of the Fair Work Act, this Agreement covers:
 - The Public Service Commissioner
 - All Employees of the Australian Public Service Commission whose employment is, at any time when the Agreement is in operation, covered by the Agreement (in accordance with Clause 6); and
 - The Community and Public Sector Union if Fair Work Australia notes in its decision to approve this agreement that it covers that union.

Coverage

5. Subject to Clause 6, Employees including Casual Employees of the Commission engaged under the *Public Service Act 1999* are covered by this Agreement.
6. For this Agreement Employees of the Commission do not include:
 - Persons substantively performing duties in the Senior Executive Service; or
 - A person whose salary is not paid or funded by the Commission.

Commencement and duration

7. This Agreement will commence operation 7 days after approval by Fair Work Australia.
8. This Agreement shall nominally expire on 30 June 2014.

No extra claims

9. From the commencement of this Agreement, a person or organisation covered by this Agreement will not pursue further claims for terms and conditions of employment that would have effect during the period of operation of this Agreement, except where consistent with the terms of this Agreement.

Part K Workplace Development

Skills recognition and development

290. The Commission will identify learning and development needs of Employees annually through the Performance Appraisal Scheme outlined in [Part L](#) of the Agreement. The Performance Appraisal Scheme will include the development of a Learning and Development Agreement for each Employee.
291. Induction and learning and development programs will be prepared, drawing on the Work Level Standards, public sector competencies and other relevant material.
292. Progress against Learning and Development Agreements will be tracked by Groups through the Performance Appraisal Scheme.
293. The Commission encourages each Employee to participate in learning and development programs which will enhance the performance of duties in the APS and supports Employee participation in APS-wide programs.
294. Professional development needs, where these relate to an essential qualification required to perform an Employee's duties, will be funded by the Commission. The Commissioner may approve funding of other professional development needs where these are agreed between the Commissioner and the Employee.
295. Where an Employee is required to be a member of a professional association, or professionally licensed or registered, in order to fulfil their role with the Commission the Commissioner will reimburse the Employee the cost of annual registration upon receipt of a tax invoice. The Commissioner may consider re-imburement of professional membership, registration or license in other circumstances where there is a benefit to the Commission to do so.

Study encouragement scheme

296. The Commission encourages, and Managers support, Employees to undertake formal study in fields which link to the achievement of the Commission's strategic goals or which meet the Employee's career development needs.
297. The Commission will provide financial or other assistance to an Employee to undertake formal courses of study at tertiary and higher education institutions and other vocational education courses, where the study is agreed as part of an Employee's Learning and Development Agreement developed as a part of the Performance Appraisal Scheme.
298. The Commissioner may approve assistance to an Employee to a maximum of either:
- 8 hours per week paid leave during a semester, or period of study in accordance with regulations of the academic institution, to travel to attend classes, undertake examinations or for other study purposes; or
 - \$4,000 per calendar year.
299. A grant of assistance to an Employee in accord with Clause 298 may involve a mix of both types of assistance referred to in that clause.

300. An Employee who is an Aboriginal or Torres Strait Islander undertaking formal study may be granted paid leave up to 5 hours per week during a semester above the level of paid leave which would be granted under Clause 298.
301. The Commissioner may approve applications for assistance in excess of the amounts stipulated in Clauses 298 and 300.
302. An Employee who is approved study leave under Clauses 298 to 301 may, with the agreement of the Commissioner, accumulate some or all of their unused study leave to take as a block. The timing of access to accrued study leave must be approved by the Commissioner.

Part L Managing Performance And Conduct

Performance appraisal scheme
Purpose

303. The purpose of the Performance Appraisal Scheme is to:
- provide Employees with a clear understanding of their role and what is expected of them at work
 - provide incentives for improved performance through salary advancement
 - provide a clear link between an Employee's performance, learning and development needs and the achievement of the Commission's strategic directions; and
304. support a work culture that continually seeks to improve performance through discussion and constructive feedback. All Employees will participate in the Scheme so that they receive regular feedback on performance.

Participation and eligibility for performance based salary advancement

305. Eligibility for performance based salary advancement is limited to:
- ongoing Employees who have been at both the Classification or Broadbanded Classification to which the salary advancement applies, and present at the workplace and subject to appraisal for a minimum of six months during the annual appraisal cycle; and
 - ongoing Employees on temporary assignment from other agencies for more than six months,
- who achieve a performance rating of 'performing well' (2) or 'performing exceptionally' (3) at the end of the annual performance appraisal cycle.
306. Non-ongoing Employees covered by this Agreement are not eligible for salary advancement under these provisions.
307. Subject to Clauses 37 and 305, on 1 July an eligible ongoing Employee who is below the maximum pay point of their substantive Classification or substantive Broadband, will be eligible for progression to the next highest pay point within their substantive Classification or Broadband.

Responsibilities for performance appraisal

308. Employees must participate in all stages of the performance appraisal process including performance reviews.
309. Managers must:
- Participate in all stages of the performance appraisal process
 - Discuss any requirement to vary the agreement throughout the cycle

- Take action to address underperformance throughout the cycle
- Provide constructive and effective feedback about performance; and
- Apply a consistent rating scale; and
- Undertake performance reviews.

Performance agreements

310. Performance Agreements will:

- be developed between the Manager and the Employee
- include a reasonable number of business outcomes and performance measures
- identify and record learning and development requirements and any support needs, including for current skill/knowledge gaps and for future career goals; and
- demonstrate a clear link between the business outcomes and performance measures included on an Employee’s performance agreement and how these contribute to the achievement of the Commission’s strategic priorities.

Performance assessment cycle

311. The Performance Appraisal Scheme will operate on a twelve-month cycle from 1 July to 30 June.

312. At mid and end of cycle reviews an Employee’s Manager should provide the Employee with feedback in writing on the performance appraisal template on their business outcomes including adherence to APS Values and Code of Conduct.

Performance ratings and criteria

313. During the mid cycle and end of cycle reviews Employees will be provided with a performance rating of 3, 2 or 1 in accordance with the following performance scale and descriptors:

	Rating	Description
3	Performing Exceptionally	This level of performance indicates that the Employee has exceeded expectations in all priority responsibilities in their performance agreement or significantly exceeded expectations in the majority of priority responsibilities in their performance agreement; and maintained an exceptionally high standard of performance in relation to their day-to-day responsibilities.
2	Performing Well	This level of performance indicates that the Employee has fully met the expectations of all responsibilities in their performance agreement, including priority and day-to-day responsibilities.

附錄 13: 澳洲文官訓練與發展原則檢核清單 (A checklist for managing learning and development)

Principles	Elements	Checklist	Yet to commence	Work in progress	Performing
1 Align learning with the business	Agency capability requirements	Do learning and development strategies and plans reflect agency capability requirements against business outcomes as identified in corporate planning documents?	Y/N	Y/N	Y/N
		Are agency capability requirements identified and articulated in people management/work force plans?	Y/N	Y/N	Y/N
	Governance	Does the organisation have a structured and accountable approach to the management of learning and development?	Y/N	Y/N	Y/N
	Agency culture	Are processes in place to map the agency's culture against the desired culture and do learning and development plans and strategies reflect cultural realities and goals?	Y/N	Y/N	Y/N
	Funding mechanisms and processes	Are learning and development strategies sufficiently and appropriately funded for short- and long-term future needs?	Y/N	Y/N	Y/N
2 Integrate learning with HR and other business	Other people management strategies and plans	Are there mechanisms in place to ensure that all people management strategies are	Y/N	Y/N	Y/N

Principles	Elements	Checklist	Yet to commence	Work in progress	Performing
processes		coherent?			
	People management processes	Do employees know and understand the agency's capability requirements?	Y/N	Y/N	Y/N
		Are managers and employees aware of their roles and responsibilities regarding individual development and career management?	Y/N	Y/N	Y/N
	Agency core business processes	Is learning and development considered a legitimate part of day-to-day business?	Y/N	Y/N	Y/N
		Are existing business processes and forums used to advance learning and development goals?	Y/N	Y/N	Y/N
HR Management Information Systems (HRMIS)	Is there a system that provides for the collection and reporting of minimum baseline data, which is integrated with agency management information systems?	Y/N	Y/N	Y/N	
3 Create a learning culture	Leading by example	Are senior and line managers creating a positive work environment, modelling learning for themselves and supporting learning and development in the agency?	Y/N	Y/N	Y/N
	Active commitment	Is there appropriate promotion, recognition and resourcing of learning and development by senior management?	Y/N	Y/N	Y/N
	Blurring the	Do managers see	Y/N	Y/N	Y/N

Principles	Elements	Checklist	Yet to commence	Work in progress	Performing
	lines between learning and work	learning and development as a legitimate and valued workplace activity?			
4 Provide appropriate learning options	Needs-based content	Are learning and development options based on organisational, business unit and individual priorities and needs?	Y/N	Y/N	Y/N
	Appropriate interventions	Are learning and development options cost-effective, relevant and action-oriented to facilitate transfer of learning to the workplace?	Y/N	Y/N	Y/N
		Are learning and development options varied, timely, flexible, collaborative, and compatible with individual learning styles and adult learning principles?	Y/N	Y/N	Y/N
5 Manage learning effectively	Value for money service delivery	Do you know that your learning and development function is delivering value for money?	Y/N	Y/N	Y/N
	Effective stakeholder relationships	Are stakeholder relationships with staff, managers, service providers, executive, Parliament effective?	Y/N	Y/N	Y/N
	Monitoring and reporting	Are there systems in place to monitor and report on learning and development activities?	Y/N	Y/N	Y/N
6 Support application of skills in	Supportive workplace environment	Are mentoring and coaching by managers on the job a	Y/N	Y/N	Y/N

Principles	Elements	Checklist	Yet to commence	Work in progress	Performing
the workplace		part of learning and development in the agency?			
	Opportunities to apply new skills	Are there incentives in place to ensure that line managers encourage and provide opportunities to test and develop new skills?	Y/N	Y/N	Y/N
	Opportunities to disseminate new knowledge	Are there support and assistance systems available to advise and support managers and individuals in identified capability areas?	Y/N	Y/N	Y/N
		Are staff encouraged to share learning in specific subject matter / specialist areas through knowledge networks?	Y/N	Y/N	Y/N
	On-the-job performance evaluation	Do staff and managers translate performance management activities into development action plans?	Y/N	Y/N	Y/N
7 Evaluate learning and development	Relevance	Do learning and development investments address business, capability and individual needs?	Y/N	Y/N	Y/N
	Appropriateness	Are learning and development investments appropriate in terms of time, cost, quality and integration with other strategies and practices?	Y/N	Y/N	Y/N
	Reaction	Are learners satisfied with the accessibility and quality of learning and	Y/N	Y/N	Y/N

Principles	Elements	Checklist	Yet to commence	Work in progress	Performing
		development?			
	Capability acquired	Have learning and development improved individual and agency knowledge, skills, and competency?	Y/N	Y/N	Y/N
	Performance on the job	Has learning been transferred to the workplace?	Y/N	Y/N	Y/N
	Outcomes	Do you assess the outcomes of learning and development?	Y/N	Y/N	Y/N

Principle 1: Align learning with the business

Element	Description	Suggested indicators of success
Agency capability requirements	Identify short and long-term organisational capability requirements and establish learning and development strategies and plans that are aligned with desired agency outcomes as identified in key planning documents such as: corporate plans, Portfolio Budget Statements and business unit plans workforce/people management strategies. As set out under Principle 4, the capability requirements should cover subject matter, skills and knowledge relevant to the agency's or business unit's role and challenges, as well as broader capabilities in management and leadership.	Agency capability requirements and related learning and development key result areas are articulated in plans at all levels and clearly communicated to staff and stakeholders. Comprehensive workforce plan/people management plans, which balance organisational and individual needs in the short-term as well as focusing on longer-term workforce development
Governance	Ensure appropriate governance structures include clear lines of responsibility and reporting to reinforce the link between organisational capability needs and the formulation of learning and development strategies and resulting activities.	Governance structures provide an effective mechanism for actively managing the agency's learning and development strategy and activities. Clearly established and articulated roles and responsibilities for formulating and implementing and monitoring learning and development strategies. Possible roles and responsibilities are at Appendix 1.

Element	Description	Suggested indicators of success
Agency culture	Articulate what the current culture 'looks and feels' like and map this to the desired culture necessary to achieve business objectives. Take into account: APS and any agency specific values your agency's demographic profile any agency client service charter possible differences at regional level environmental factors such as: funding issues legislative and privacy or security requirements workplace relations issues.	Identification of issues through, for example, regular staff surveys Anticipating and planning for workplace relations issues
Funding mechanisms and processes	Ensure that funding is allocated against organisational priorities, including any regional needs, and that responsibility for funding types of learning and development (e.g. what is a corporate responsibility and what is a line management responsibility) is clear.	All strategies fully costed including indirect costs Key responsibilities for learning clearly articulated HRMIS/Financial Management Information System track and report on learning and development budgets and costs

Case studies

Department of Foreign Affairs and Trade (DFAT): learning and development planning

DFAT has developed a systematic approach to learning and development planning to ensure alignment to corporate priorities, and integration with other people management strategies. Priorities include both generic administrative and management skills and foreign affairs specific knowledge and professional capacities. The success of the initiative is based on:

- the **commitment** of the Secretary
- extensive **consultation**
- establishing clear **priorities** for learning and development based on corporate business goals
- an **integrated** Professional Skills Program.

Statement of learning and development priorities

A number of agencies annually derive a set of **priorities** for learning and development that reflects the **business needs** of the agency overall for that year. This provides the basis for the development and promotion of agency-wide learning and development programs and assists line managers and individuals to make choices about appropriate learning and development activities. These are generally promoted on the intranet and by brochures.

- The Department of Transport and Regional Services (DOTARS) has a Secretary's **Statement of Future Skills Requirements**, reviewed annually, which establishes the basis for skills development in the department. The statement lists a series of work practice and work culture skills that are regarded by both staff and

managers as the core skills set required to be an effective employee of the department.

- The Department of Education Science and Training (DEST) uses a **high-level strategic statement** that lists organisational priority areas to guide management and staff in selecting appropriate learning and development opportunities.
- The Department of Employment and Workplace Relations (DEWR) has developed a **list of priority areas** for learning and development that reflects the corporate direction.

Principle 2: Integrate learning with HR and other business processes

Element	Description	Suggested indicators of success
Other people management strategies and plans	<p>Develop an integrated and coherent approach to people management - so that learning and development strategies are integrated with other people management strategies to achieve your agency's outcomes effectively. An integrated approach will:</p> <ul style="list-style-type: none"> avoid duplication of effort send consistent messages and lead to common practices enhance efficient allocation of resources simplify delivery achieve synergy with other business processes and systems. <p>An integrated approach may also foster a 'virtuous cycle' where, for example, improvements in agency capability statements feed into improved recruitment and learning and development programs, which feed into better performance management processes and then on to revisions of the agency capability statements etc. An integrated approach should help to clarify roles and responsibilities: Supervisors may be in the best position to define employees' work ('What's my job?') and assess performance ('How am I doing?') Agency and business unit heads should ensure overall alignment with business requirements and integration with other people management strategies.</p> <p>See also Appendix 1</p>	<p>Learning and development strategies articulated as appropriate in other people management strategies, such as:</p> <ul style="list-style-type: none"> performance management recruitment and retention succession planning remuneration practices.

Element	Description	Suggested indicators of success
People management processes	<p>Make all managers and staff aware of:</p> <ul style="list-style-type: none"> your agency's desired capabilities and learning and development priorities their responsibilities for learning and development, including identifying individual learning and development needs, and how other HR processes fit in with learning and development. 	<p>A capability framework against which staff and supervisors can identify learning and development needs and map their careers.</p> <p>Managers and staff agree on the learning and development needs and a strategy for meeting those needs as part of the performance management process</p>
Agency core business processes	<p>Identify and exploit opportunities to integrate learning and development with the agency's core business processes.</p> <p>Integration of learning and development with core business activities contributes to timely, efficient and effective provision of learning</p> <p>Learning and development options need to be coherent with business practices to ensure maximum effectiveness and commitment from line managers and employees.</p> <p>It may be possible to leverage off existing business practices and processes to increase the impact of learning and development.</p>	<p>Learning and development is regarded as a valuable and necessary component of business activities</p> <p>Learning and development is considered as part of planning and implementing new business practices, and when reviewing existing practices.</p>
Human resource management information systems (HRMIS)	<p>Ensure that a learning and development information system is in place (within or linked with the HRMIS) to give the information required for accurate monitoring by management, reporting and forecasting.</p> <p>Ideally, the learning and development information system should have the ability to:</p> <ul style="list-style-type: none"> collate agency-wide development needs for input into your learning and development program deliver accurate baseline data by monitoring and reporting functions to support interpretation and decision-making by managers. 	<p>Regular monitoring and reporting on people management functions, including learning and development</p> <p>Tools/processes for forecasting (eg scenario planning), in addition to trend analysis from HRMIS/benchmarking</p>

Case studies

Department of Family and Community Services (FaCS): line of sight

FaCS line of sight learning and development works from **top down and bottom up** to blend alignment and integration.

The FaCS **strategic statement sets the strategic business direction for 3-5 years**.

The priorities plan is a one-year plan that outlines the priorities for the department for that year.

Organisational data - both HR metrics and other sources of information feed into the annual **workforce plan** and also into **branch** and **state/territory office (STO) level plans**. These plans focus on deliverables and activities, and associated risk assessment and people planning. From these plans flow the branch/STO level learning and development plans (sometimes these go as low as section plans and section-level learning and development plans).

From the bottom up, FaCS has **individual performance agreements**, which are part of the departmental **performance management system (IPMS)**. The **individual development plans** form the basis for individual development activities for the year. **Aggregated data** will feed back into both the branch/STO learning and development plans and the People Capability Development Plan.

DoCITA: An integrated approach - involvement of line managers and executive in planning and monitoring

The Department of Communications, Information Technology and the Arts has an integrated learning and development system whereby:

- Overall learning and development targets are incorporated into the Department's remuneration policy as part of its latest Certified Agreement.
- Learning and development needs are developed jointly between managers and staff as part of performance feedback sessions: non-attendance is funded by Branches; thereby giving line managers a vested interest in the learning and development outcomes.
- Managers are automatically informed of upcoming learning and development options and the proposed participants, enabling substitutes to attend if necessary and minimising the cost to their budgets of non-attendance at courses.
- The Executive Management Group, which approves the consolidated learning and development program on a six monthly basis, receives regular updates on whether targets are being met. It also receives information on staff satisfaction with individual programs, which is taken into account when the learning and development program is reviewed

Principle 3: Create a learning culture

Element	Description	Suggested indicators of success
Leading by example	Show that you value and support your own learning and development as an essential component of the way you do business. Senior managers regularly address their own learning and development needs	High level participation by senior managers in learning and development activities.
Active commitment	Invest appropriate resources in learning and development of your staff.	The extent of financial and other resource commitment Evidence to indicate that line

Element	Description	Suggested indicators of success
	<p>All managers contribute to workforce planning, including the development of learning and development strategies.</p> <p>Show your commitment by consistently taking an ongoing interest in your staff's learning and development.</p> <p>Encourage both on and off-the-job development activities.</p>	<p>managers encourage learning and release staff for training eg staff survey feedback.</p> <p>Agency's reputation is an effective attraction and retention factor for staff.</p> <p>A reward/recognition system to encourage appropriate learning and development.</p>
Blurring the lines between learning and work	<p>Integrate learning with day-to-day work.</p> <p>This could involve putting systems and processes in place for managing information and sharing new knowledge both within work areas and across your agency</p> <p>Learning and development is seen as a legitimate business investment in all major initiatives</p>	<p>Established practices for sharing research, feedback from meetings, and processes for debriefs on project status and lessons learnt</p>

Case studies

Investors in People (IiP) in the Australian Greenhouse Office (AGO)

The AGO is committed to the Investors in People (IiP) standard and use it to guide the learning and development strategy. The key components in the implementation and evaluation of IiP in the AGO have been to **engage their people** in the process and **build ownership** of the standard at work team level. The learning and development options, the evaluation of learning and development, and the IiP standard are critical elements in the development of team business plans.

This **practice** is part of the AGO **culture** and helps to **increase commitment** by teams to learning and development options and outcomes, and facilitates the **imbedding** of learning and development planning and evaluation in the **day to day** work of teams.

The 'Leading in DOTARS' program

The 'Leading in DOTARS' program aims to develop leadership at all levels of the agency and provide participants with an understanding of how ethics and values impact on the agency and to empower all participants to contribute and take responsibility for their role in it.

The program has a number of characteristics that promote a **learning culture**:

- participants represent a **diagonal slice** through the agency, so that **staff at all levels** are represented at each session
- a high level of **commitment** from the CEO, who addresses each session, and
- a high level of **involvement** of Division Heads who are rostered to provide cases studies and **participate** in the program.

Principle 4: Provide appropriate learning options

Element	Description	Suggested indicators of success
Needs-based content	<p>Agency business objectives and capability requirements drive the subject matter and content of learning options.</p> <p>The content should address each of the following requirements:</p> <ul style="list-style-type: none"> subject matter skills knowledge management-related skills (leadership) behaviours <p>It should address these requirements both in the short term as well as in the longer-term to address emerging challenges and/or the need to build up particular organisational capabilities.</p> <p>Agencies may choose to consider offering learning and development that is accredited.</p>	<p>Subject matter reflects agency business objectives and capability requirements</p> <p>Immediate and longer-term learning and development needs identified (by line managers and individuals) as part of the performance management process.</p> <p>If formal accreditation is seen to be appropriate to your agency:</p> <p>A range of accredited courses at a range of levels - sourcing suppliers/partners who have Registered Training Organisation (RTO) status (if the agency is not an RTO), or facilitators who have at least Certificate IV in Workplace Assessment and Training so that the course is accredited or leads to an accreditation.</p> <p>A number of agencies are using the Australian National Training Authority (ANTA) competency framework, Public Service Education and Training Australia (PSETA) competency-based courseware, and/or linking to university accreditation.</p>
Appropriate interventions	<p>Systematically plan learning interventions that are appropriate to the characteristics of the organisation, including culture and demographics, and respond to the preferred learning style of the individual. These should be timely and provided in a variety of forms such as on-the-job training, development opportunities and conferences.</p> <p>Adult learning theory and practice indicate that learning is most effective when the intervention is directly related to needs and is immediately relevant. Timely access for immediate needs is as critical for effective</p>	<p>A learning and development program that reflects a wide range of work-based and other learning options. See Appendix 2 for examples of learning interventions. Tools such as the Australian Training Register (ATR) are useful to quickly source training to meet specific immediate needs.</p> <p>Creative and innovative learning opportunities that are relevant to agency priorities and suited to individual learning styles.</p> <p>Interventions available at the right time and in the right style.</p>

Element	Description	Suggested indicators of success
	<p>business outcomes as are longer-term development strategies.</p> <p>Adult learners prefer self direction; learn best from experience; need to integrate their learning with what they already know and have different styles.</p> <p>Human resource areas must be proactive and skilled at brokering cost-effective, creative learning activities.</p> <p>Use on-the-job training where appropriate.</p> <p>Combining different learning interventions is becoming more common as a strategy to increase the effectiveness of the transfer of learning.</p>	<p>Learning and development staff have appropriate analysis, brokerage, negotiation and internal consulting skills.</p>

Case studies

Centrelink Virtual College

The Centrelink Virtual College (CVC) has been developed to provide maximum **flexibility** in the delivery of learning to all staff, **regardless of their geographic location**.

Rather than being a place or a building, the CVC is a team of highly experienced and qualified learning specialists. The CVC delivers training to address work performance requirements, assists employees gain nationally recognised qualifications, and thereby creates career paths.

The CVC also includes the Centrelink Education Network and Indigenous cadetships and scholarships. The network is an **interactive distance-learning** environment that fully integrates video, voice and data, giving all Centrelink employees access to live, real-time training, regardless of their location.

The CVC also is responsible for providing guidance across the organisation to ensure **standardisation and consistency** in the development and delivery of all training and **implementation of policy changes**. The CVC currently offers training towards eighteen **nationally recognised qualifications**, including certificates, diplomas or a statement of attainment.

Access to the CVC is available to all Centrelink staff whose learning and development needs, as **identified in their Individual Learning Plan**, can be met by the courses offered through the CVC. The current Centrelink Development Agreement provides staff in call centres with ten hours for learning and development per month and staff in Customer Service Centres with twelve hours learning and development per month.

Australian Bureau of Statistics (ABS): IT awareness week

ABS conducted a week of activities to raise **awareness** of, and **promote interest** in and **use** of information technology across the agency.

The success of the activity was based on:

- extensive planning involving learning and development practitioners working with key business areas

- effective promotion of the activity in the local press and across agency sites
- a wide range of short, fun, introductory activities with hands-on experience available throughout the week.

Principle 5: Manage learning effectively

Element	Description	Suggested indicators of success
Value for money service delivery	Make sure you understand and have the necessary skills to deliver an effective value for money learning and development function in the organisational context. The function could be provided externally or internally or as a mixture of both. If purchasing from external providers ensure proper consideration is given to value for money issues. The Commonwealth Procurement Guidelines www.finance.gov.au provide advice on purchasing processes to achieve value for money. Contracts should be actively managed. The ANAO's <i>Better Practice Guide Contract Management</i> www.anao.gov.au provides detailed guidance on the management of contracted services.	Documented, coherent reasons for the selection of the service delivery arrangements. Compliance with best practice procurement and contract management. Clear delivery standards. Appropriate baseline data and evaluation process agreed and in place. Contracts/service level agreements in place before the delivery of each program.
Effective stakeholder relationships	Identify stakeholder needs and maintain effective relationships to ensure a clear understanding of expected outcomes and issues. Stakeholders for learning and development include: those responsible for people management, business unit heads, individual staff, contractors and, ultimately, Parliament	Reporting mechanisms and communication and marketing strategies that ensure: all stakeholders understand the agency's learning and development strategy, program and progress learning and development aspects are considered in key business decisions an effective communication strategy measured by, for example, a staff survey assessing staff awareness of their learning options. Learning and development practitioners have appropriate marketing and communication skills.
Monitoring and reporting	Put in place effective systems for monitoring, evaluating and reporting on the value for money of the learning and development function and	Ability to track learning and development investments including for example, studybank, online e-learning and attendance

Element	Description	Suggested indicators of success
	activities. Decisions about how to undertake this element will depend on the functionality of existing human resource information systems, agency size, needs and available funds Effective monitoring and reporting will facilitate effective future planning and budgeting	at seminars, forums and conferences Regular reporting and assessment Reports by line managers on the impacts of learning and development in the workplace and on business outputs See Principle 7 for a recommended minimum data set.

Case studies

FaCS: People management: Internal consultancy team

A team of internal consultants **support and mentor line managers** in effectively managing the learning and development of their staff.

Managing learning and development in DFAT

Learning and development is a key component of DFAT's overall HRM strategy, and is linked to the DFAT **performance management** system to help identify key areas of need, including individual underperformance and 'skill gaps' at the corporate level. Mechanisms requiring all work units (divisions, state and territory offices and overseas posts) to provide annual staff training and development forecast plans have been put in place to ensure all managers embrace and support training. At the end of each year the Senior Executive reviews the extent to which those training plans have been fulfilled.

Key objectives of the learning and development strategy are to be **relevant, focused and cost effective**; all training is clearly **aligned** with the achievement of **corporate goals**. Training is also accessible to all staff worldwide, including locally engaged staff. The three key training priorities are: leadership and management, professional knowledge skills and foreign languages.

Principle 6: Support application of skills in the workplace

Element	Description	Suggested indicators of success
Supportive workplace environment	Encourage a supportive environment to enable newly acquired skills to be nurtured and to enable the transfer of learning to the workplace. This could include mentoring and coaching (formal and informal) arrangements as part of managers' and supervisors' normal responsibilities.	Evidence of line managers providing a supportive environment that allows staff to practise new skills. Extent of formal mentoring and coaching arrangements. Mentoring and coaching are seen as a regular part of managers' responsibilities and are reinforced through performance management arrangements.
Opportunities to apply new skills	Encourage staff by providing opportunities for them to test and develop new skills: Reinforce or clarify any learnings that are critical to the organisation's performance	Opportunities made available such as special projects, acting positions, secondments, direct reporting to manager for particular tasks.

Element	Description	Suggested indicators of success
	Ensure suitable job/task allocation. Make required technology available	
Opportunities to disseminate new knowledge	Provide support to staff to disseminate newly acquired information on key subject matters. Such support could include seminars, presentations workshops etc. There may also be opportunities within work areas, within the agency or across the APS to foster 'communities of practice' for areas of speciality or for areas of common interest such as policy development, program delivery, regulation, legal, IT, accounting and evaluation and so on. For example, the APS Commission sponsors a leadership 'community of practice' so that the APS human resource community is able to share service-wide learnings on leadership development.	Transfer by an individual of their learning from a program to others in the workplace. People share their learning by disseminating material from seminars or coaching others in the workplace. IT systems are used to spread information, such as 'Help' systems that include 'Frequently Asked Questions'. Membership of professional networks and bodies.
On-the-job performance evaluation	Give regular timely informal feedback to staff, as well as formal when required through the agency's performance management system.	Information on the benefits in the workplace are fed back into the management or governance process

Case studies

DEWR Performance Feedback Development

DEWR has an integrated strategy to improve staff performance and deliver better business outcomes. The Performance Feedback and Career Development Framework (PFD) combined four key HR strategies:

- Cascading Business Planning from the departmental down to the individual level
- Learning and Development.
- Performance Appraisal.
- Remuneration outcomes, i.e. single salary advancement/performance bonus date in line with appraisal and the business cycle.

A key ingredient to the successful implementation of the PFD is a series of three supporting workshops for all staff:

- 'Action Planning' - skilling staff to write their performance outcomes, identify their learning needs and choose appropriate activities
- Giving and Receiving Feedback - skilling staff to engage in regular feedback to keep the plan 'alive'.
- Coaching - skilling managers to use work-based coaching to assist staff in attaining their agreed outcomes.

Facilitating the creation of a supportive workplace, providing opportunities to apply new skills in the workplace and supporting evaluation and feedback of performance in the workplace effectively supported the implementation of the PFD.

The Defence Materiel Organisation (DMO): Quantum

DMO is conducting a leadership program (Quantum) aimed at Senior Officer level (EL1, EL2 and military equivalent).

This program has a number of notable features:

- The Executive is committed to the program, and is involved in identifying required capabilities and reviewing the ongoing development of the program
- Formative evaluation is conducted as the program advances
- An executive coach ensures follow up in the workplace

It uses a blended intervention based on a wide range of adult learning processes.

Principle 7: Evaluate learning and development

Introduction

Evaluation of learning and development serves two important purposes. It is not only an assessment of whether money has been spent wisely, but is also part of the normal ongoing management to finetune strategies and improve delivery. It is important to recognise that with learning and development there may well be no defined end. It is quite likely that strategies would be adjusted in an evolutionary way - but, ideally, as the result of an evaluation.

It is also important that evaluation is programmed in from the start. Proper consideration should be given to what to evaluate, when and how.

Figure 3 outlines a model for evaluating learning and development. It covers evaluation before, during, and after an intervention and can also be used to evaluate the overall learning and development strategy and/or function within the organisation. The model can be applied to formal classroom training or to less formal on-the-job training, rotations, project work, conferences etc. It consists of six elements:

- relevance
- appropriateness
- reaction
- capability acquired
- performance on the job
- outcomes

Figure 3: A model for evaluating learning

1. Line of sight phase (pre-intervention)

Relevance

- Business need
- Individual need
- Agency context
- Other HR processes

Appropriateness

- Scope
- How much
- How long
- What cost
- What benefit
- What risk
- What alternative

2. Learning and performance phase (during intervention)

Reaction

- Learner

- Facilitator/ Presenter
- Management

Capability acquired

- Knowledge
- Skills
- Competency

Performance on the job

- Learner
- Supervisor
- Next level manager

3. Outcomes phase (post intervention)

Outcomes of learning and development

- Positive outcomes
- Negative outcomes
- Ambiguous outcomes
- Value for money

Figure 4 indicates how the evaluating learning model links to the overall management of learning of development as outlined in figure 1: A framework for managing learning and development in the APS⁵⁹.

Evaluation requires the collection of meaningful data on the inputs, outputs and outcomes of programs. Return on investment or value for money assessments are based on an assessment of the value of outcomes compared to the value of inputs. An area where there is scope for agencies to improve is in the collection and reporting of input data. The following recommended minimum data set illustrates the kind of information that agencies are likely to find useful:

- number of days formal (classroom, conferences, seminars) learning and development per person per year
- expenditure on formal learning and development as a percentage of running costs (including direct and indirect costs and salary and on-costs)
- expenditure on outsourced providers
- expenditure on learning and development consultants
- qualitative views (by key stakeholders such as the executive, management and others) on changes in organisational and individual capability and performance.

This minimum data set does not purport to be a comprehensive measure of the effectiveness of learning and development, but will provide a starting point in tracking inputs and outcomes.

Figure 4: Linking the management framework with the evaluation model

Principles	Elements	Evaluation model		
1 Align learning with the business	Agency capability requirements Governance Agency culture Funding mechanisms and	Relevance How well do proposed learning and development investments address business needs,	Line of sight Do we know what our needs are?	Before intervention

⁵⁹ 本文件未納入原報告之 figure 1、figure 2，詳參原始報告，網址為：

<http://www.apsc.gov.au/publications-and-media/current-publications/building-capability> (檢索日期 2103/6/20)。

Principles	Elements	Evaluation model		
	processes	capability needs, and individual needs within the agency?		
2 Integrate learning with HR and other business processes	Other people management strategies and plans People management processes Agency core business processes Human Resource Management Information Systems (HRMIS)	Appropriateness How appropriate is the intervention/investment in relation to: integration with other people management strategies and processes allocation of resources according to identified needs and priorities, risks and alternatives	Learning and performance Are we meeting our needs in the best way possible?	During intervention
3 Create a learning culture	Leading by example Active commitment Blurring the lines between learning and work	how well the design of the intervention matches the desired culture and the preferences of the target audience the achievement of desired benefits.		
4 Provide appropriate learning options	Needs-based content Appropriate interventions	Reaction Reaction of learners: to aspects of the intervention Reaction of facilitator: Did the learning go well? Capability acquired Did the individual (and therefore the agency) acquire the required capability, knowledge attitude or competency?		
5 Manage learning effectively	Value for money service delivery Effective stakeholder relationships Monitoring and reporting		Outcomes Did we achieve the desired outcome and can we improve?	After intervention
6 Support application of skills in the workplace	Supportive workplace environment Opportunities to apply new skills Opportunities to disseminate new	Performance on the job Assessment of individual performance on the job following development interventions.		

Principles	Elements	Evaluation model		
	knowledge On-the-job performance evaluation			
7 Evaluate learning and development	Relevance Appropriateness Reaction Capability acquired Performance on the job Outcomes	Outcomes of learning and development Assessment of value for money outcomes at individual, group and organisational levels. Did our investment accrue tangible and intangible results leading to better business outcomes?		

Element	Description	Performance indicators (examples)	Methodology options
Relevance	Assess how well proposed learning and development interventions address business needs, capability needs, and individual needs within the agency When designing the evaluation strategy, include questions such as: What is the learning strategy and cost? Why do we believe it will meet our needs? How will we be able to tell if it is 'fit for purpose'?	To what extent does learning and development: specifically address business needs? align with priorities that are identified in the agency's strategic planning, workforce planning and performance management systems? address current and future capabilities?	The views of agency executive, senior managers and line managers of the strategic direction and intervention quality Staff surveys Reviews of planning documents for content and intent
Appropriateness	Measure how appropriate the allocation of resources to learning and development is to identified needs and priorities. Take into account: the extent of integration of learning and development with other HR strategies and business practices the desired benefits	To what extent are learning and development integrated with: human resource management strategies (for example performance management system, career and succession management)? relevant business practices?	Interviews with agency executive, senior managers and line managers. Staff surveys. Reviews of planning documents for content and intent. Regular reports to the executive on the level of investment in formal learning. Benchmark agency

Element	Description	Performance indicators (examples)	Methodology options
	<p>the scope of each intervention</p> <p>quantitative and qualitative information about the level and nature of investment</p> <p>how well the design of the intervention matches the desired culture and the needs of the target audience</p> <p>risks</p> <p>alternatives.</p>	<p>To what extent is common/shared data consistently collected and used (for example performance management system, workforce planning and learning and development)?</p> <p>Are learning and development key result areas included in the human resource management strategy and business plans, and regularly reported on?</p> <p>How appropriate are the learning and development interventions or programs to the desired culture and needs of the target individual or audience?</p> <p>Is the timing, duration and level of investment appropriate to the required outcome?</p>	<p>investments against like organisations.</p>
Reaction	<p><i>Reaction of participants:</i> Measure participants' immediate reaction to aspects of the intervention such as topic, speakers, format, schedule, relevance, appropriateness of placement.</p> <p><i>Reaction of facilitator:</i> Consider the presenter/facilitator's assessment of the quality and value of the intervention (include attendance, participants' commitment, format, learning transfer).</p>	<p>What satisfaction rating do participants give to aspects of the intervention such as relevance, currency, suitability of delivery method and quality of the presenter?</p> <p>To what extent do participants believe the objectives of the intervention were achieved?</p> <p>What satisfaction rating do participants and line managers give to the timing of</p>	<p>Pilot programs.</p> <p>Participant reaction sheets.</p> <p>Feedback from presenters and line managers in performance feedback/development discussions.</p> <p>Staff surveys.</p>

Element	Description	Performance indicators (examples)	Methodology options
		the intervention and the suitability of information provided (such as accessibility of the information, clarity of objectives and target audience)? How highly does the presenter or facilitator rate participation and engagement?	
Capability acquired	Evaluate the success of the learning intervention by measuring whether the individual(s) (and therefore the agency) has acquired the capability, knowledge, attitudes, or competency required.	To what extent are the acquired capabilities demonstrated by participants to the identified standard or level at: the conclusion of the intervention? an appropriate period after the intervention?	Subjective or objective testing. For example: examinations/tests pre- and post-questionnaires formal accredited programs views of supervisors.
Performance on the job	Assess individual performance on the job following development interventions. These processes include informal support and coaching and formal performance management processes.	What is the level of opportunity to apply the acquired capability in the workplace, as perceived by an individual and line managers? To what extent do participants demonstrate the acquired capability in the workplace, as perceived by themselves, colleagues, line managers and stakeholders?	Work place observations - self assessment or accredited assessor. Self assessment. Staff surveys. Interviews. Systematic feedback from line management and, where appropriate, senior management, within the performance management process. 360-degree feedback.
Outcomes of learning and development	Assess outcomes achieved at individual, group and/or organisational levels. They can be positive, negative or, at times, ambiguous. Consider: Did we get value for money?	What is the level of satisfaction of the agency executive, business managers, line managers and stakeholders with improvement/achievement of desired business	A deliberate judgment by agency executive and or internal business stakeholder/client (i.e. a 'structured dialogue') that considers the: objectives of the intervention(s)

Element	Description	Performance indicators (examples)	Methodology options
	<p>Did our investment accrue tangible and intangible results leading to better business outcomes?</p> <p>Could we have achieved the same or better outcomes cheaper and/or quicker?</p> <p>How can we improve?</p>	<p>outcomes at appropriate level (e.g. agency, business unit, individual)?</p> <p>What is the level of contribution of learning and development interventions to the achievement of actual (desired and unintended) outcomes as perceived by:</p> <p>agency executive?</p> <p>business managers?</p> <p>line managers?</p> <p>stakeholders?</p>	<p>inputs/level of investment</p> <p>business outputs relevant outcomes (such as cultural change, desired recruitment and retention outcomes, reputation of the agency/business unit)</p> <p>return on investment (ROI) studies</p> <p>formal and informal assessments of value for money.</p>

Appendix 1: Roles and responsibilities for the management of learning and development in the APS

Senior managers

- Lead by their own activity in learning
- Model by sharing that learning
- Encourage staff to report back to business groups on conferences, seminars, learnings
- Support exchange of knowledge across the agency
- Are prepared to take risks with new ways of learning
- Ensure the agency's learning and development needs are identified in corporate and business planning
- Ensure appropriate funding and resources for learning and development
- Actively support the inclusion of learning and development issues in agency business decision-making
- Request HR area to deliver learning and development data to inform business decisions, including data on level and nature of investment
- Account for learning and development expenditure as required
- Ensure 'reward' systems are in place for efforts by staff to encourage learning in the workplace

Head of HR

- Drives the agency's people management/workforce planning
- Provides specialist advice on learning and development to the executive

Human resource practitioners

- Understand organisational and executive imperatives (short-term and long-term) for learning and development

- Ensure learning and development initiatives are integrated, where possible, into all people management strategies (such as recruitment, performance management, career management)
- Involve representatives from all business functions in planning and review of overall learning and development strategy
- Provide specialist advice to clients within the agency - in such areas as needs analysis, selecting appropriate intervention and evaluation strategy
- Are creative in designing and/or brokering timely and appropriate interventions to best suit the learning requirements of the agency - are prepared to take risks with new ways of learning
- Respond to business unit requests for tailored programs swiftly
- Provide specialist advice on learning and development
- Promote adoption and support implementation of 'reward' systems for efforts by staff to encourage learning in the workplace
- Are accountable to agency head for reporting on the agency's investments in, and outcomes from, learning and development
- Share learning with colleagues
- Maintain an up-to-date knowledge of issues, trends and good practice in learning and development (such as leadership development, ANTA, PSETA etc.)

Line managers

- Model and encourage all staff to learn on-the-job, as well as from more formal interventions
- Take responsibility for their own learning and actively seek to engage in learning for their own productivity and career enhancement
- Share their own learning with colleagues and their staff
- Understand organisational and executive imperatives (short-term and long-term) for learning and development
- Give performance feedback regularly, and develop action development plans with all their staff
- Promote relevant learning and development interventions in their own area
- Manage workflow and resourcing so that appropriate learning and development occurs
- Support 'reward' systems for efforts by staff to encourage learning in the workplace
- Request HR area to deliver learning and development data to inform business decisions, including data on level and nature of investment
- Encourage exchange of information and skills within their team and across the agency - create 'knowledge networks' or communities of learning within own area and across 'silos'; use technology such as bulletin boards, intranet, email
- Request all staff attending training to report back by email or at staff meetings, as a matter of course

Individuals

- Take responsibility for their own learning and actively seek to engage in learning for their own productivity and career enhancement
- Share information and skills within their team and across the agency - participate in 'knowledge networks' or communities of learning within own area and across 'silos'; use technology such as bulletin boards, intranet, email
- Encourage others to share their information and skills
- Actively and regularly seek feedback on their performance and development needs

Case studies

Online evaluation

The Department of Family and Community Services and the Department of Foreign Affairs and Trade have **simple online** systems that require participants to **electronically evaluate** the program. The participant's evaluation is passed through line managers, who have the opportunity to comment.

Although mainly evaluating the reaction level it allows some assessment of application in the workplace.

Department of the House of Representatives: Evaluation of leadership program

The Department of the House of Representatives has a **highly structured evaluation** program of leadership in the organisation. Evaluation is based on a staff survey and 360-degree feedback. The program assesses change in behaviour based on 13 key leadership competencies, which were identified by a survey of staff. Evaluation has been done annually for three years, allowing **trend analysis**.

Department of Transport and Regional Services (DOTARS): Investors in People (IiP)

DOTARS has integrated the IiP criteria into **staff surveys** and **performance management**. The annual audit acts as a regular **benchmarking** exercise and aids in **focusing** managers on the effective management of learning and development in the agency, and of the contribution learning and development makes to the achievement of **business outcomes**.

AQIS Evaluation Strategy

AQIS reviewed its evaluation strategy for its major programs in preparation for its bid for Investors in People accreditation. (AQIS successfully achieved IiP accreditation in September 2002.)

It is recognised that an essential preliminary step is to determine whether the development of a training program is the correct response to an identified need. Once confirmed, the training is piloted, which marks the beginning of the evaluation process. The key elements of the AQIS evaluation strategy are set out below.

- Training is piloted and reviewed with subject matter experts.
- Evaluation forms are used to measure participants' **perception** of training programs.
- **Follow up** action is undertaken only when the participants' responses indicate potential problems with the training.
- For major programs, (for example, AQIS competencybased programs) on-the-job assessments are undertaken by participants. These typically involve participants completing Job Cards and answering questions in relation to work-based scenarios.
- This involves participants researching information, performing tasks under supervision and collecting evidence to support competencies. Their **supervisors** are required to **verify their performance** against these instruments, which provides a linkage to the Performance Management system.
- A **post-implementation** review is conducted usually 12 months after commencement of the training program. This typically involves a survey of participants, their supervisors and training managers together with focus groups.
- This stage is designed to test the relevance of the program and its impact on the organisation. Qualitative information regarding the value for money of the program can be obtained.
- The results of the evaluation are then discussed with AQIS senior management.

Appendix 2: List of possible learning interventions

On-the-job suggestions	Formal development	Professional and community
<ul style="list-style-type: none"> • On-the-job learning with projects that stretch staff • Coaching by supervisors, peers and subordinates • Shared information at staff meetings • Sharing work knowledge such as internet research with colleagues • Discussion at work 'over the partition' • Formation of 'knowledge networks' or communities of learning across the organisation • Participating in a steering committee or working party/taskforce • Participating in an interdepartmental committee • Team-building retreats • Mentor programs - formal and informal • Reading • Internet research • Rotations • Secondments • Acting in a more senior position 	<ul style="list-style-type: none"> • Tertiary courses (studybank) • Accredited courses • Classroom training - short-term or longerterm capability programs • Leadership programs • Seminars, forums • Conferences • Awareness sessions • Work-based projects associated with coursework • Blending of elements of formal and on-the-job process • Virtual learning online - group online • Online learning (interactive tutorials) via intranet or internet • Distance education online • Online coaching • IT 'roaming and coaching' at the workplace 	<ul style="list-style-type: none"> • Membership of professional and community bodies such as the Institute of Public Administration, Toastmasters, community bodies • Refreshment of professional skills such as IT, legal, accounting, HR, engineering • Professional networks such as Canberra Evaluation Forum, Leadership Development Network

資料來源：Australian Public Service Commission (APSC) (2003). Building capability:

A framework for managing learning and development in the APS. 2013.6.20
retrieved

from <http://www.apsc.gov.au/publications-and-media/current-publications/building-capability>.

附錄 14：2011~2012 年度澳洲文官委員會契約採購清單（10 萬澳幣以上）

Financial year: Senate order on departmental and agency contracts listing relating to the period 01 July 2011 to 30 June 2012

Pursuant to the Senate Order on departmental and agency contracts the following table sets out contracts entered into by the Australian Public Service Commission which provide for a consideration to the value of \$100,000 or more and which:

- a. have not been fully performed as at 30 June 2012 or
- b. which have been entered into during the 12 months prior to 30 June 2012.

Most of the contracts listed contain confidentiality provisions of a general nature that are designed to protect the confidential information of the parties that may be obtained or generated in carrying out the contract.

The reasons for including such clauses include:

- ordinary commercial prudence that requires protection of trade secrets, proprietary information and the like; and/or
- protection of other Commonwealth material and personal information.

Contractor	Subject matter	Amount of consideration	Start date	Anticipated end date
Affinity Construction Management	Aviation House Meeting Room Conversion	\$103,410	01/11/2011	30/11/2011
Affinity Construction Management	Aviation House Refit	\$576,036	15/05/2012	31/07/2012
Affinity Construction Management	Aviation House Training centre refit	\$146,180	15/05/2012	31/07/2012
Airways Hotel	Provision of accommodation , catering, venue in Port Moresby	\$116,475	20/04/2012	30/04/2012
Australian National University	SES Leadership Development Program Suite	\$349,800	01/06/2012	28/09/2012
Australian National University, Represented by the Crawford School of Economics & Government	LAFIA Asia and Pacific	\$1,037,819	01/06/2010	31/12/2012
Barnstorming Pty Ltd T/A Tuggeranong Homestead	Venue Hire for CDAC	\$326,200	04/01/2010	04/01/2013
Bendelta	Design, Development and Delivery of the SES Orientation	\$385,000	05/03/2012	30/11/2013
Booz & Company	DIAC Capability Review Consultants	\$228,718	6/07/2012	15/08/2012
Broadlex	Cleaning for Phillip office	\$234,000	02/02/2009	01/02/2013
Deloitte Touche Tohmatsu	Internal Audit Services	\$338,000	09/12/2008	30/11/2012
Dexus	Lease of office space in Civic, ACT	\$1,178,603	01/04/2011	31/03/2016
Egan Associates P/L	Assessment of Work of Parliamentarians	\$257,900	01/09/2011	15/12/2011
Executive Central Group P/L	Leadership Excellence Program for indigenous leaders and managers	\$132,000	7/05/2012	31/08/2012
Flinders University	Public Sector Management Program (PSMP) assessment and	\$330,000	14/08/2011	14/08/2012

Contractor	Subject matter	Amount of consideration	Start date	Anticipated end date
	moderation services			
GPT Funds Management 2 Pty Ltd	Lease of office space in Sydney, NSW	\$4,772,000	01/08/2007	01/08/2017
iContact Australia Pty Ltd	Maintenance, hosting and updates to the class database	\$321,010	06/04/2010	06/04/2013
Interaction Consulting Group P/L	Public Sector management program	\$159,000	12/09/2011	30/06/2012
Ken Erwood Associate	Provision of Procurement and Probity Services	\$120,000	23/03/2012	28/06/2013
Magical Learning Pty Ltd	APS Indigenous Traineeship Program Certificate III / IV in Government	\$191,242	29/02/2012	30/06/2012
Mirvac	Lease of office space in Phillip, ACT	\$30,371,152	01/03/2007	01/03/2022
Ninetwofive Interiors	Office Fit out - workstations	\$303,461	13/06/2012	31/08/2012
ORC International Pty Ltd	Online Employee survey for the 2012 State of the Service Report	\$296,648	18/04/2012	31/12/2014
Orima Research Pty Ltd	State of the Service Reports 2012 - 2014	\$158,373	27/03/2012	31/10/2014
People & Strategy (ACT)	EL1 training programs	\$102,520	06/07/2011	30/06/2012
People & Strategy (ACT)	EL1 Training programs	\$153,780	04/04/2012	30/06/2012
People & Strategy (ACT)	Training – EL2 Residential	\$102,100	18/05/2012	31/12/2012
PricewaterhouseCoopers	PM&C Capability Review - Senior Reviewer	\$110,000	19/01/2012	30/06/2012
Primepoint Asset Pty Ltd	Lease of office space in Perth, WA	\$1,721,000	13/10/2008	12/10/2013
PSM Program Tasmania	Public Sector Management Program- participant fees for Department of Human Services scholarships	\$114,400	23/05/2012	30/06/2013
Queensland University of Technology	Public Sector Management Program- participant fees for Department of Human Services scholarship holders	\$123,750	5/03/2012	30/06/2013
R&A Blair Investments Pty Ltd	Lease of office space in Phillip, ACT	\$349,920	01/09/2010	31/08/2012
Razor IT Systems	Converting access database for enterprise agreements	\$112,816	27/06/2012	31/07/2012
Ricoh Australia Pty Ltd	Copy meterage	\$132,000	01/01/2011	30/06/2012
SAP Australia	ECC 5.0 licence and maintenance	\$157,243 ⁽¹⁾	01/12/2006	31/12/2012
SHL Australia Pty Ltd	Delivery of a Career Development Advisory Centre 134-139	\$614,850	25/07/2011	30/06/2012
SHL Australia Pty Ltd	Delivery of a Career Development Advisory Centre 138-145	\$611,438	09/02/2012	2/08/2012
Southern Cross Computing Pty Ltd	SAP development, support and maintenance services	\$132,000	01/12/2011	31/03/2014
Squiz Australia Pty Ltd	Provision of Content management	\$133,100	13/02/2012	2/03/2013

Contractor	Subject matter	Amount of consideration	Start date	Anticipated end date
	system			
SRC Solutions Pty Ltd	OHS Provider	\$312,000	01/06/2006	30/04/2013
Tempo Strategies	Residential Training programs SES Band 2	\$176,945	02/02/2012	17/05/2012
The University of New South Wales	Talent Management Identification, Assessment & Development Planning	\$242,210	17/10/2011	16/10/2013
Vantage Point Consulting Pty Ltd	Design, Development and Delivery of a Talent Development Program	\$640,300	23/12/2011	22/12/2013
Westpac Banking Corporation	Transaction banking and payment services	\$385,000 ⁽¹⁾	30/06/2006	31/03/2013
WHON Pty Ltd	PM&C Capability Review - Senior Reviewer	\$110,000	19/01/2012	30/06/2012
Xact Project consultants	Project and Contract Management Services	\$121,000	13/04/2012	29/06/2012
Yellow Edge Pty Ltd	Training Delivery SES Band 1	\$396,000	06/03/2011	30/06/2012

⁽¹⁾ Estimated contractual commitment.

Estimated cost of complying with this order: \$4,000

Basis of method used to estimate the cost: It is based on an estimation of the salary and salary on-costs of the officers who undertook the collection, analysis and compilation of the data.

Data Resource: 2013.6.10 retrieved from <http://www.apsc.gov.au/about-the-apsc/parliamentary/contracts-listings/contracts1112>

附錄15：美國國防部終身學習政策

DOD CL Policy

Continuous Learning Policy is applicable to all members of AT&LWF.

<https://rda.altess.army.mil/camp/apps/cappmis/modules/idp/index.cfm?fuseaction=cDocuments.clPolicy>

Army AT&LWF Members: It is each AT&LWF member's responsibility to achieve the annual goal of 40 Continuous Learning Points (CLPs) to meet the mandatory requirement of 80 CLPs within the two-year CL cycle. Each employee should identify types of continuous learning activities to pursue and ensure continuous learning requirements have been recorded on the IDP/CL.

Supervisors: Supervisors play a key role in continuous learning. Supervisors award CLPs for their employees. They will ensure, within organizational workload and funding constraints, individuals are provided duty time for planned continuous learning activities. They will allow telework for continuous learning web based training, as appropriate. They must also ensure that the annual Individual Development Plans are prepared for their personnel include opportunities for participating in continuous learning activities, and then document workforce members' records for completion of continuous learning requirements. The following Summary Chart of Recommended Continuous Learning Points assists supervisors and employees in determining the appropriate CLPs to be credited for continuous learning activities.

Summary Chart of Recommended Continuous Learning Points

CREDITABLE ACTIVITIES	POINT CREDIT (see note)
Academic Courses	
Quarter Hour	10 per Quarter Hour
Semester Hour	10 per Semester Hour
Continuing Education Unit (CEU)	10 per CEU
Equivalency Exams	Same points as awarded for the course
Training Courses/Modules	
DAU Courses/Module	10 per CEU (see DAU catalog) or:
Awareness Briefing – No Testing/Assessment Associated	0.5 points per hour of instruction
Continuous Learning Modules – Testing/Assessment	1 point per hour of instruction
Other Functional Training	1 point per hour of instruction
Leadership or Other Training	1 point per hour of instruction
Equivalency Exams	Same points as awarded for the course
Professional Activities	
Professional Exam/License/Certificate	10-30 points
Teaching/Lecturing	2 points per hour; maximum of 20 points per year
Symposia/Conference Presentations	2 points per hour; maximum of 20 points per year
Workshop Participation	1 points per hour; maximum of 8 points per day and 20 points per year
Symposia/Conference Attendance	0.5 point per hour; maximum of 4 points per day and 20 points per year
Publications	10 to 40 points

Note - All activities may earn points only in the year accomplished, awarded or published.

Experiential/Developmental Learning Activities

CREDITABLE ACTIVITIES	POINT CREDIT (see note)
Experience	
On-the-job Experiential Assignment	Maximum of 20 points per year
Rotational Assignment	Maximum of 40 points per year
Training with industry	Maximum of 40 points per year
IPT/Special Project Leader	Maximum of 15 points per year
IPT/Special Project Member	Maximum of 10 points per year
Mentor	Maximum of 5 points per year
Assignment Length (Rotational Assignments or Training with Industry)	
12 months	80
9 months	60
6 months	40
3 months	15
2 months	10
1 months	5

Note - All activities may earn points only in the year accomplished, awarded or published.

資料來源：2013.6.12檢索自http://asc.army.mil/aacoe/docs/DoD_CL_Policy.pdf

附錄16 : Training Data Summary of the Enterprise Human Resources Intergration

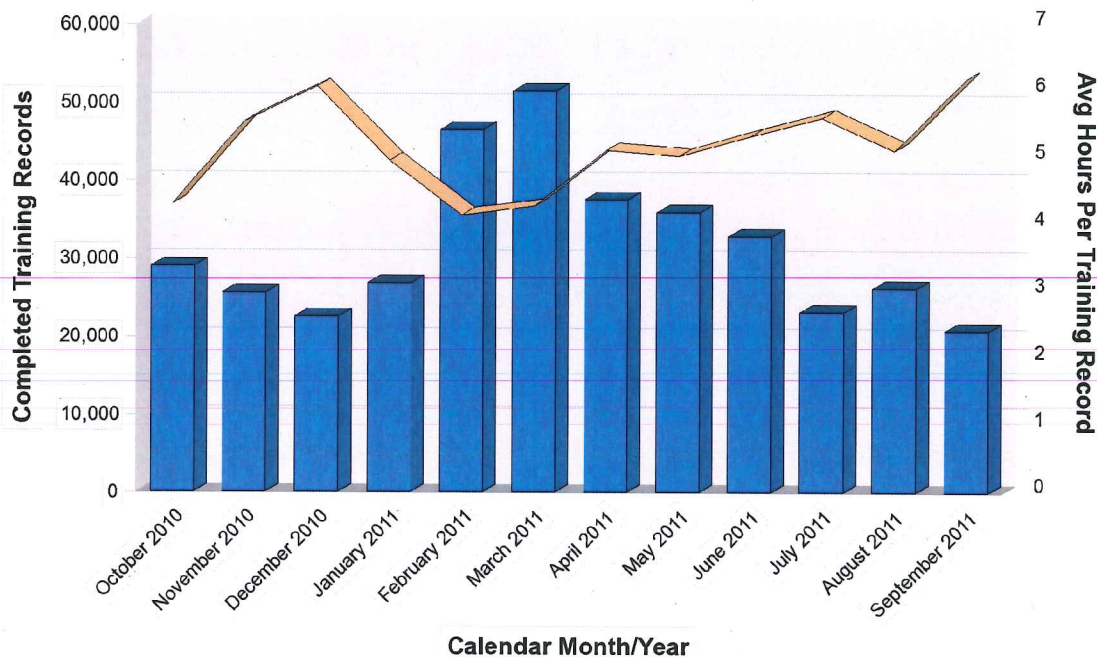


U.S. Office of Personnel Management
Enterprise Human Resources Integration

Training Data Summary

The following report shows the total count of completed training records in FY2011 in the EHRI Data Warehouse for the specific agency that has reported training data to EHRI. The total duty and non-duty hours reported were added to derive a training data summary. The average hours per completed training record was calculated by dividing the total hours by the total completed number of training records. The graph displays both metrics with the yellow line indicating the average hours per completed training record.

Fiscal Year	Fiscal Month	Calendar Month/Year	Total Number of Hours	Completed Training Records	Avg Hours Per Training Record
2011	1	October 2010	125,151	28,990	4.32
	2	November 2010	142,020.5	25,608	5.55
	3	December 2010	136,499	22,502	6.07
	4	January 2011	132,791.2	26,771	4.96
	5	February 2011	192,765.5	46,494	4.15
	6	March 2011	220,137	51,438	4.28
	7	April 2011	191,729.5	37,508	5.11
	8	May 2011	180,455.2	35,910	5.03
	9	June 2011	174,707.9	32,790	5.33
	10	July 2011	129,475.65	23,096	5.61
	11	August 2011	134,012.5	26,198	5.12
	12	September 2011	129,106	20,800	6.21
Total:			1,888,850.95	378,105	5





Training Details

This section of the report shows the training information you have provided to OPM. For your reference, there is a key of terms at the end of the report. All definitions are from the Standard Form 182 (SF-182) Authorization, Agreement and Certification of Training. Please see the SF-182 for definitions of terms not included in this key.



Agency Information

Fiscal Year	2008	2009	2010	2011
Avg Number of Employees	98,111	98,183	107,346	110,824
% of Employees Received Training	25.49%	31.44%	26.87%	26.84%
Number of Managers	12,298	13,026	14,044	14,773
% of Managers Received Training	38.57%	38.37%	35.33%	36.20%
% of Managers Received Supervisory Training	15.45%	13.70%	10.47%	14.63%

Financial Commitment to Learning

Evidence of the organization's financial commitment to learning expressed through allocation of resources per employee.

Fiscal Year	2008	2009	2010	2011
Total External Training Costs (Direct Costs)	\$12,112,850.00	\$15,937,824.00	\$13,964,311.00	\$8,432,963.00
Avg Direct Learning Expenditure Per Employee	\$123.46	\$162.33	\$130.09	\$76.09
Avg Direct Learning Expenditure Per Employee Trained	\$425.06	\$446.05	\$432.92	\$249.91

Efficiency Gains

Evidence of the organization's capacity to produce the desired result at a minimum amount of time or resources along with the organization's "reach" concerning learning function.

Fiscal Year	2008	2009	2010	2011
Total Travel Costs	\$3,906,108.00	\$614,180.00	\$1,925,774.00	\$4,399,437.00
Avg Hours Per Employee	12.34	13.23	14.03	17.04
Avg Hours Per Employee Trained	42.5	36.35	46.69	55.98
Avg Cost Per Learning Hour	\$10.00	\$12.27	\$9.27	\$4.46
Total Duty Hours	1,197,639	1,285,549	1,487,542	1,872,685
Total Non Duty Hours	13,406	13,213	18,548	16,166



Content Areas

Distribution of learning by content.

Fiscal Year	2008	2009	2010	2011
% of Compliance Training	9.65%	13.99%	16.56%	11.85%
% of Managerial/Supervisory Training	2.19%	3.73%	4.42%	4.23%
% of Professional/Industry Specific Training	47.54%	13.35%	7.11%	22.72%
Other	40.62%	68.93%	71.91%	61.21%

Source Type

Utilization of learning by Source Type.

Source Type / Fiscal Year	2008	2009	2010	2011
Foreign Governments and Organizations	0.00%	0.00%	0.00%	0.00%
Government External	9.32%	20.51%	15.40%	12.91%
Government Internal	84.68%	71.97%	81.26%	84.17%
Government State/Local	0.09%	0.04%	0.03%	0.02%
Invalid		0.00%		
Non-government	5.91%	7.47%	3.31%	2.89%

Delivery Method

Utilization of learning by delivery method.

	2008	2009	2010	2011
Blended	0.08%	0.17%	0.01%	0.02%
Conference/Workshop	1.73%	5.14%	1.67%	2.33%
Correspondence	0.08%	0.03%	0.04%	0.13%
On the Job	5.41%	4.53%	0.40%	0.39%
Technology based	70.78%	68.03%	81.95%	82.38%
Traditional Classroom (no technology)	21.92%	22.11%	15.93%	14.75%



Key of Terms

Agency Information

Average number of employees

The average number of employees in the Agency for the past four quarters within a given fiscal year.

Percent of employees received training

The total number of distinct employees from an Agency that took training divided by the total number of distinct employees belonging to an Agency for a given fiscal year.

Number of managers

The number of distinct managers in your Agency, including managers who were managers in your Agency part of a year.

Percent of managers received supervisory training

The percent of managers who received supervisory training as indicated on the SF-182 as subtype codes 16, 21, 22, 23, 24 and 25.

Financial Commitment to Learning

Total external training costs (direct costs)

The training tuition and fees and the training materials cost.

Average direct learning expenditure per employee

Total external training costs (see definition above) divided by the average number of employees (see definition above).

Average direct learning expenditure per employee trained

Total external training costs (see definition above) divided by the number of employees who received training.

Efficiency Gains

Total travel costs

Training travel costs and training per diem costs.

Average hours per employee

Total training non duty hours and training duty hours in all training records for the Agency divided by the average number of employees (see definition above) during the given fiscal year.

Average hours per employee trained

Total training non duty hours and training duty hours in all training records for the Agency divided by the number of employees who received training during the given fiscal year.

Average cost per learning hour

External training costs (see definition above) divided by the sum of the training non duty hours and training duty hours.

Content Areas

Percent of compliance training

The number of training records received with a subtype code of 32 (federally mandated training) and 35 (Agency required training) divided by the total number of training events for the Agency during the given fiscal year.

Percent of managerial/supervisory training

The number of training records indicated as subtype 16, 21, 22, 23, 24, and 25 divided by the total number of training records during the given fiscal year.

Percent of profession/industry specific training

The number of training records indicated as subtype 05, 06, 08, and 09 divided by the total number of training records during the given fiscal year.

Reference Code Values - Training Type Code and Sub-Code

www.opm.gov/feddata/ghrr/ghrr07_appenda.pdf

資料來源：2013.6.10檢索自<http://www.opm.gov/wiki/uploads/docs/Wiki/OPM/training/Sample%20Agency%20Training%20Report%20FY2010.pdf>

附錄17：OECD終身學習相關統計指標題目（1998、2012）

1998年（指標編號：C5--Participation in Continuing Education and Training by Adults）	2012年（指標編號：C6--How Many Adults Participate in Education and Learning?）
以下題目為圖（chart）之彙整	
Chart C5.1: Average hours of continuing education and training per adult 25 to 64 years of age (1994-1995)	Chart C6.1: Annual labour costs of employer-sponsored non-formal education as a percentage of GDP (2007)
Chart C5.2: Average hours of continuing education and training per adult by age-group (1994-1995)	Chart C6.2: Participation in non-formal education, by age group (2007)
Chart C5.3: Participation rates in job-related training of 25-64 year-olds by employment status (1994-1995)	Chart C6.3: Ratio of mean hours per participant of job-related non-formal education, by age group, to total population (25-64 year-olds) (2007)
Chart C5.4: Ratio (x 100) of the mean number of hours of training per adult at a particular educational level relative to the mean number of hours per adult with an upper secondary qualification (1994-1995)	Chart C6.4: Annual labour costs of employer-sponsored non-formal education as a percentage of annual labour costs (2007)
Chart C5.5: Percentage of adult education and training courses that received at least partial funding from various sources (1994-1995)	Chart C6.5: Ratio of expected cost of working time devoted to employer-sponsored non-formal education to annual labour cost over the working life (2007)
Chart C5.6: Percentage of the population 25 to 64 years of age that did not participate in continuing education and training in the previous year(1994-1995)	n/a
以下題目為表（table）之彙整	
Table C5.1: Percentage of 25-64 year-olds participating in education and training and average number of hours of participation in the previous year, by type of training, gender and age-group (1994-1995)	Table C6.1: Total annual labour costs of employer-sponsored non-formal education and annual costs per participant (2007)
Table C5.2: Percentage of 25 to 64 year-olds participating in education and training in the previous year by type of training, current primary work situation, gender and age (1994-1995)	Table C6.3: Expected cost of working time devoted to employer-sponsored non-formal education over the working life and ratio to annual labour cost (2007)
Table C5.3: Percentage of 25 to 64 year-olds participating in education and training and average number of hours of participation in previous year, by type of training, highest level of educational attainment and gender (1994-1995)	Table C6.4a: Participation in non-formal education and purpose of non-formal education, for 25-34 and 55-64 year-olds (2007)
Table C5.4: Percentage of 25 to 64 year-olds participating in education and training and average number of hours of participation in previous year, by type of training, literacy level and gender, document scale (1994-1995)	Table C6.11: Percentage of 55-64 year-olds and 65-74 year-olds who have participated in formal and/or non-formal education (2007)
Table C5.5: Percentage of 25 to 64 year-olds participating in education and training and average number of hours of participation in previous year, by type of training and level of earnings (1994-1995)	n/a

Table C5.6: Percentage of adult education and training courses that received at least partial funding from various sources, by gender of individual taking the course (1994-1995)	n/a
Table C5.7: Percentage distribution of the location of adult education and training courses (1994-1995)	n/a
Table C5.8: Percentage of adult education and training courses using various media (1994-1995)	n/a
Table C5.9: Perceived barriers to participation in continuing education and training among non-participants who wanted to take training (1994-1995)	n/a

資料來源：OECD, 1998; OECD, 2012b

附錄 18：Behringer 與 Coles 主張之「資歷系統」內容

Component	Potential sub-component
1. Scope of application of the qualifications system	Breadth (international, national, regional). Legal status. Sector/industry. Collective agreements or agreements by professional organisations.
2. Control of the qualifications system	Government. National agency or agencies. Social partners. Awarding body. No clear control. Extra-national. Stability of control.
3. Accreditation processes for qualifications	Status of institutions involved. Extent of public information about process. Establishing standards. Maintaining standards. Conditions for award. Process for recognising prior learning. Control of accreditation. Supply and demand considerations. Stability.
4. Framework within the qualifications system	Horizontal and vertical relationships. Equivalencies (general/vocational). Initial education/training only. Inclusiveness. Regulated or part of a regulatory function.
5. Descriptors present in qualifications	Requirement. Optional. Qualification types. Purpose (general, vocational). Content. Assessment. Levels.

Component	Potential sub-component
5. Descriptors present in qualifications (<i>cont.</i>)	Learning arrangements. Prior attainment. Types of assessment. Recognition of non-formal and informal learning. Links to qualifications frameworks.
6. Access to qualifications for individuals	Entry points. Entry requirements. Preparatory courses. Recognition of prior learning
7. Progression for individuals	Linkages between pathways, qualification types. Routes and pathways explicit. Transferability, equivalence of standards. No routes.
8. Stability of the qualifications system	Permanent, fixed term, mixed.
9. Awarding processes	Process of assessment (formal, informal). Recognition of prior learning. Extent of assessment in qualifications (flexible, minimum, maximum, modal size). Types of certificates. Level of regulation. Awarding institutions (type and number). Participation of social partners in awarding process.
10. Use of a credit system	Accreditation of learning elsewhere. Extent of unitisation/modularisation. Rules of combination of units/modules. Recognition of non-formal and informal learning/exemptions possible. Partial certification.
11. International reference points	ISCED. Trans-national (regional) frameworks, <i>e.g.</i> EU-level frameworks. Linkage to ISCO. Portability.

Source: Behringer and Coles (2003).

資料來源：轉引自 OECD, 2007: 35-36