Date: 27 June 2016

To: John Shepherd
                Vice-Provost and Associate Vice-President (Academic)
                Chair, Carleton University Committee on Quality Assurance

From: Calum Carmichael
                Director, School of Public Policy and Administration

Re: **Action Plan Monitoring – Master of Arts in Public Administration, PhD in Public Policy, Diploma in Public Policy and Program Evaluation**

In February 2014, the Carleton University Committee on Quality Assurance approved the January 2014 Quality Assurance Action Plan (QAAP) outlining steps by which the School of Public Policy and Administration planned to implement the recommendations from the cyclical review of the Master of Arts Public Administration (MAPA), PhD Public Policy, and Diploma in Public Policy and Program Evaluation (DPE).

In accordance with section 7.7.1 of Carleton University's Institutional Quality Assurance Process, I submit this report to provide the Office of the Vice-Provost with an update of completed elements – building on the early report prepared and submitted in June 2014 by the then Director, Susan Phillips.

Please note that for the period July 2013 to June 2014, I was on sabbatical leave; and hence, neither a participant in nor an observer of the final stage of the cyclical review, the External Review Committee (ERC) site visit of October 2013, the facilitated faculty meeting of January 2014 that reflected on the ERC report and recommendations, the work of the SPPA Curriculum Task Force leading to its report of April 2014, or the processes supporting the 'Type 1 Changes' that Susan Phillips mentions in her June 2014 submission.

Accordingly, and to avoid duplicating information already available to CUCQA, this report summarizes only the steps taken <u>since</u> July 2014.

Master of Arts Public Administration (MAPA)

In August 2014, I struck a MAPA Curriculum Committee – comprising Les Pal (Chair), Jose Galdo, Lisa Mills, Susan Phillip and Jennifer Stewart. In terms of product – the Committee was asked

to prepare by the end of the 2014 Fall term a set of specific recommendations for revising the MAPA curriculum, co-ordinating and building upon the ERC report, the January 2014 QAAP, the April 2014 Task Force, the design and content of model programs elsewhere, along with the extensive discussions within the School across the 2013-14 academic year. In terms of process – they were asked to keep the SPPA faculty informed of their deliberations and draft recommendations, solicit input throughout the term, and prepare motions to be voted on at the November 28 meeting of Management Committee (the School's decision making body). Their work culminated in a preliminary MAPA Curriculum Report in early November 2014, a half-day faculty retreat on November 21, a revised final Report and set of 22 recommendations on November 25. At the November 28 meeting, all motions were passed – in support of all 22 recommendations with minor amendments.

The product and process of the Curriculum Committee were exemplary – as made evident by the final MAPA Curriculum Report submitted to Management Committee (see Appendix A). Its recommendations 1-10 relate to the identity and content of the program, in response to four of the six priorities noted by the ERC (see QAAP).

> Priority 1: Identify and better communicate the primary learning outcomes of the program, particularly the balance (or choice) between its theoretical vs. practical orientation, and how this translates into skills and knowledge in its core courses, the name of the degree and its interdisciplinary nature.
> Addressed by Curriculum Committee recommendations 1, 2, 8, 9, and 10.

> Priority 2: Reassess the length, content and pedagogy of the 'core' courses given the considerable dissatisfaction expressed by students, and address the lack of consistency across sections of the same core courses.
> Addressed by Curriculum Committee recommendations 3, 4, 8, 9, and 10.

> Priority 3: Address the configuration of the 'streams' or concentrations of electives, particularly whether the current distinction between the 'policy' and 'management' concentrations is meaningful and useful.
> Addressed by recommendations 5, 6, and 7.

> Priority 4: Review the pedagogy and opportunities for experiential learning, addressing the desire by students to have more problem-oriented approaches that are relevant to careers in the public sector and the potential for some kind of capstone experience.
> Addressed by recommendations 4, 8, 9, and 10.

The then existing MA Public Administration consisted of 15 courses (7.5 credits), made up of 7 required courses and 8 electives. In order to graduate, students had to select at least four of their electives from one of five concentrations (Policy Analysis; Public Management; Innovation, Science and the Environment; International and Development; Indigenous Policy and Administration). These somewhat ill-defined and overlapping concentrations required students

to focus their program in areas of public policy and administration. Although the various concentrations might have characterized the program, they buried its professional nature and did not appear on the transcript or in the degree name.

The MAPA Curriculum Committee recommendations supported substantive revision. Once revised, the program would consist of 14 courses (7.0 credits), made up of 10 required courses and 4 electives. Originally, it was recommended that all concentrations be removed as a graduation requirement, but that areas of focus among electives – based on the School's teaching strengths – be noted for students with particular interests. This was subsequently changed to retain one concentration – Indigenous Policy and Administration – in keeping with Carleton's commitment to providing professional graduate education for persons working in or with Indigenous governments and organizations (all four electives of the revised program would come from a prescribed list). Now, however, this concentration would appear on the degree title. Otherwise, the revised program would be defined more clearly and uniformly by the ten required courses – and their comprehensive and integrated coverage of the knowledge and skills fundamental to persons preparing to work in or with governments at all levels.

- Six of those ten would be revised versions of core courses from the MAPA program – developing the understanding and abilities needed:
    - to measure and interpret the phenomena affected by public policy (PADM 5125 Qualitative Methods for Public Policy; PADM 5126 Quantitative Methods for Public Policy);
    - to model and measure the functioning of markets, and the conditions that affect the level and growth of expenditure and production (PADM 5127 Microeconomics for Policy Analysis; PADM 5128 Macroeconomics for Policy Analysis);
    - and to anticipate and prepare for working within the basic principles and institutions through which governments function, and the processes and considerations that affect their decisions (PADM 5122 Public Management: Principles and Approaches; PADM 5121 Policy Analysis: the Practical Art of Change).
- One of the ten would be a re-conceived version of a core course from the MAPA program, revised to introduce a selection of pertinent contemporary issues confronting societies (e.g., income inequality, innovation and disruption, resource constraints, individual versus group rights), and to examine their provenance both across time and within the history of thought (PADM 5120 Modern Challenges to Governance).
- Three of the ten would be new courses that advance the practical, applied and experiential learning elements of the program beyond what had been conveyed through the MAPA, do so in order:
    - to identify, debate and apply the legal and normative context of and constraints upon the actions of public servants (PADM 5124 Law and Ethics);
    - to prepare for the practical operations of the public sector – for example, budgeting and financial management, performance management, human resource management (PADM 5123 Public Management in Practice); and

      o   to experience working on a complex policy or administrative issue or problem through a simulated 'real-life' scenario (PADM 5129 Capstone).

To signal this shift toward a more uniform, integrated and professional program – as embodied by the ten core courses – the MAPA Curriculum Committee recommended that degree title be changed and tied more closely to that of the School: the Master of Public Policy and Administration (MPPA).

The curricular and name changes have received Senate approval and will be introduced in 2016-17.

Several initiatives have been or will be undertaken in order to clarify learning objections, to ensure comparability across sections of the same core course, and to maintain a program balance between the knowledge and skills that are general/theoretical/conceptual and those that are specific/applied/practical.

- A common template for syllabi has been introduced for MPPA courses that, among other things, requires a statement of learning outcomes – as well as student expectations, formal requirements, and content (see Appendix B).
- Over the 2015-16 academic year, groups of faculty with experience in delivering courses related to the MPPA required courses have blocked out the learning outcomes of each course that will be uniform across all sections, as well as the types of requirements and content that will ensure greater comparability across all sections. Each group presented to the SPPA faculty the outcome of their deliberations – so as to increase faculty awareness of what the program covers as a whole, and to identify and remedy gaps and overlaps in the core.
- A standing Teaching and Learning Committee at the School will be struck in 2016-17 (see Curriculum Committee recommendations 9, 10 and 21) – to map learning outcomes for the courses and the program as a whole, to facilitate an annual teaching retreat for faculty, and to design an Induction Exercise that will be introduced to the 2017-18 orientation for incoming Masters students (see Curriculum Committee recommendation 11).

The fifth and sixth priority areas noted by the ERC related to the MAPA program other than through its identity and content.

Priority 5: Make better use and integration of adjunct faculty who are experienced professionals into the core and elective courses.

Priority 6: Ensure the strength of the co-op program is maintained as an important vehicle for recruitment and a means for students to gain professional experience, with a view to reducing reliance on the federal government and seeking placements in other orders of government and in the nonprofit sector.

To be sure, the School endorses these priorities – but it recognizes that acting on them is an ongoing process.

With respect to the use of what the ERC identifies as adjunct faculty:
- The School has benefited from Contract Instructors who deliver elective courses that draw upon their professional experience and expertise. We hope to cultivate and maintain such contributors – but anticipate adjustments to the numbers and subject areas sought, given that the MPPA now includes four rather than eight electives.
- In August 2015 I struck a Honourary Positions Committee – comprising Chris Stoney (Chair), Jennifer Stewart, Stan Winer and Anil Varughese. The Committee was asked to make recommendations regarding the process and criteria for identifying, recruiting and appointing persons to honourary positions. It delivered a report to Management Committee in March 2016 that, among other things, recommended a more formal process for Adjunct Professors or Adjunct Research Professors – one that mapped onto the teaching needs and research strengths of the School, and that would assign individual faculty members to each appointee to facilitate their awareness of and integration within the life of the School. The report also recommended introducing School-specific positions of Fellow and Senior Fellow for persons who have had distinguished careers in public life, but whose engagement with and contributions to the School would not involve teaching or research. Such initiatives will return to Management Committee in September 2016.

With respect to ensuring the strength of the co-op program – this is a responsibility shared by the School and by Co-op and Career Services. The School takes the lead in informing potential and existing students about the program as a whole; Co-op and Career Services take the lead in expanding the range of employers. Since the time of the cyclical review, the range and number of positions with the federal government have increased – once again allowing the large majority of students who wish a co-op to receive one.

PhD Public Policy

As noted in and summarized by the January 2014 QAAP, the two priorities outlined by the ERC for the PhD were less extensive than the six for the MAPA.

Priority 1: A more coherent interdisciplinary experience needs to be created, that may involve more integration of core courses and genuine team teaching and that address compelling problems of policy and administration. The remedy for this is partly curriculum redesign, but also lies in pedagogy and how the culture of the School is communicated; and

Priority 2: Inclusion of a course (or other means) to provide students with suitable research tools.

In January 2014, Susan Phillips struck a PhD Subcommittee comprising Saul Schwartz (Chair), Frances Abele, and two PhD students Annie McEwan and Sheena Kennedy. The Subcommittee was asked to recommend curricular changes, co-ordinating and building upon the ERC report, and the extensive discussions within the School across the 2013 Fall term. Their recommendations were presented to and discussed at the March 28 meeting of Management Committee. The first was to create a two-course sequence devoted to the multi-disciplinary study of public policy: accordingly, the existing course PADM 6114 Foundations of Policy Analysis would be followed by a new course PADM 61xx Applications of Policy Analysis (replacing PADM 6112 Policy Institutions and Processes). The second was to introduce a new course PADM 61xx Research Methods (replacing PADM 6113 Public Policy Analysis) that would build upon and complement the inferential statistics course that students are to complete prior to entering the program. The June 2014 report on the QAAP anticipated that these changes would be submitted by 20 August 2014 for approval and Calendar entry.

In August 2014, I learned that although there was general support for the recommendations at the March meeting of Management Committee, there remained unresolved questions about the content and level of certain courses. With approximately half of the faculty members not in attendance, no formal vote was taken. Without a clear mandate to implement the recommendations – I did not put them forward for approval and Calendar entry. Among the members of the Subcommittee, there was no will to resume their work in 2014-15; among SPPA faculty more generally, the attention on curricular revision and development was directed toward the forthcoming graduate programs in Indigenous Policy and Administration (supervised by Frances Abele), the extensive consultations and work of the MAPA Curriculum Committee (as outlined above), and the parallel work of the DPE Review Committee (as outlined below).

Nevertheless, revising the design and content of the PhD Public Policy – in accordance with the priorities coming out of the cyclical review will – remains on the table. In 2016-17, the general direction of the Subcommittee's recommendations will be incorporated under the parameters of the existing course structure and Calendar descriptions: PADM 6112 Policy Institutions and Processes being delivered by Frances Abele will incorporate aspects of "Applications of Policy Analysis"; and PADM 6113 Public Policy Analysis being delivered by Graeme Auld will incorporate aspects of "Research Methods". What is more, now that the other curricular changes for SPPA programs are in place, the issue of revising the PhD will formally return to the attention of Management Committee, starting with its re-introduction at the SPPA Faculty Retreat in August 2016.

Diploma in Public Policy and Program Evaluation (DPE)

In August 2014, I struck a DPE Review Committee – comprising Robert Shepherd (Chair), Jose Galdo and Gene Swimmer. It was asked to estimate the existing and potential student demand for Diploma, to consider reforms to the format, content and mode of delivery that would

strengthen the program and stabilize student registrations, and finally to present Management Committee with a set of recommendations at the 30 January 2015 meeting. Motivating this review were concerns that stemmed not so much from the cyclical review (the ERC had had only suggested that the School clarify that the DPE in itself did not in itself lead to the professional certification awarded by the Canadian Evaluation Society, and consider online delivery as a way to reach a larger and potentially international audience), but rather from the multi-year decline in applications and registrations from students based in the National Capital Region.

The work of the DPE Review Committee was exemplary – as made evident by the Report that it submitted to Management Committee (see Appendix C). The Report documented the origins and evolution of the Diploma, laid out three alternative approaches for reform, and presented five recommendations. All five were voted on and endorsed by Management Committee, with only minor amendments.

Of those recommendations, the third and fifth were key.

> Recommendation 3: That content be amended and Calendar changes be introduced in order to differentiate the DPE courses from courses that are part of the standard MAPA offerings.
>
> From the outset, four of the six required courses composing the DPE were separate sections of courses that were otherwise part of the MAPA curriculum: two required MAPA courses (PADM 5113 Research Methods and Design I and PADM 5114 Research Methods and Design II); and two electives (PADM 5215 Benefit-Cost Analysis and PADM 5420 Policy and Program Evaluation). The DPE is distinct from the MAPA in the sense that its focus is on the practical and immediate application of evaluation techniques and protocols. To the extent that instructors were designing and delivering the DPE sections as if they were the same as the MAPA sections, then the practical evaluation focus of the DPE was being diluted. To the extent that instructors were trying to differentiate the sections, then the practice of filling up under-subscribed DPE sections with MAPA students made the instructors' job more difficult, by requiring them to bridge two different student clienteles.
>
> Recommendation 3 would ensure that these four DPE courses are unique to the Diploma, and yet be available as electives to those MAPA students who seek a background in the practice of evaluation.

> Recommendation 5: That the DPE be reconstituted as an online program.
>
> By remaining an in-class program, the DPE was reliant on one source of students: individuals in the National Capital Region working in or with the federal government. That reliance meant that its intake of students would be vulnerable to declines in

federal spending on professional development and training. Online delivery would open the DPE to a wider market – e.g., employees of provincial, territorial or municipal governments, or nonprofit organizations beyond the National Capital Region – without precluding students or federal employees in the Ottawa area.

At present, there exists in Canada only one other comparable online program: the four-course certificate in program evaluation offered by the University of Victoria. Unlike the DPE, this certificate does not include work on an actual evaluation project. It does not allow courses to transfer to a graduate degree. And, its future is uncertain.

The curricular and delivery mode changes have received Senate approval and will be introduced in 2016-17.

Accordingly, the six required courses composing the DPE will be confirmed as unique to the program:
- PADM 5441 Introduction to Policy and Program Evaluation;
- PADM 5442 Qualitative Research Methods in Evaluation;
- PADM 5443 Quantitative Research Methods in Evaluation;
- PADM 5444 Benefit-Cost Analysis for Program Evaluation;
- PADM 5445 Program Evaluation Planning and Designs; and
- PADM 5446 Program Evaluation Conduct, Analysis and Reporting.

The first four of the courses can also be taken as electives by students in the MPPA, alongside the required and other elective courses, given that their content is distinct. Completion of those four courses is a prerequisite for registering in the latter two courses that involve working on actual evaluation projects with client organizations. Those two courses are closed to MPPA students.

All six courses will be offered exclusively online: PADM 5441 and 5442 as of the 2016 Fall term; PADM 5443 and 5444 as of the 2017 Winter term; PADM 5445 as of the 2017 Summer term; and PADM 5446 as of the 2017 Fall term.

It is worth noting that in November 2015, applications for the four DPE courses to be delivered in the 2016 Fall and 2017 Winter terms were submitted to the then Ministry of Training, Colleges and Universities for funding under the provincial eCampus program. That program supports the transfer of in-class university courses to an online mode of delivery. All four applications were successful, garnering approximately $245,000 – a testimony to the vision, initiative and comprehensive understanding of Robert Shepherd, the School's DPE Supervisor, as well as to the excellent work of Dragana Polovina-Vukovic and Patrick Lyons from Carleton's Education Development Centre.

If the eCampus program is renewed, then applications for the remaining two courses – PADM 5445 and 5446 – will be submitted in November 2016.

Appendix A – MAPA Curriculum Report, 25 November 2014

MAPA Curriculum Report

November 25, 2014

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Summary of Recommendations

Mission/Identity	
1	*That the MAPA be redefined and rebranded as a deeper and strong degree, with an explicit emphasis on excellence, rigour, depth, breadth, and integration of knowledge through a broad range of competencies.*
2	*That the MAPA be renamed the Master of Public Policy and Administration (MPPA).*
Core	
3	*The MAPA core consist of ten 0.5 credit courses (see list).*
4	*Sections of core courses be offered across contiguous terms, with the only sequencing requirements being (1) for eligibility for the Co-op (six core courses, with at least one from each of the pairs of Macro/Micro, Quantitative/Qualitative, and Policy Analysis/Managing Publicly), and (2) eligibility for the Capstone (second-year status, in the sense that they have completed the bulk of the program).*
Concentrations	
5	*The degree requirements be reduced from 15 to 14 courses (7.0 credits).*
6	*The current concentrations be dissolved and replaced with a set of up to six concentrations consisting of four courses each. These would be revised periodically in light of faculty complement, research interests, and changing policy context.*
7	*Keep the Research Paper and Thesis options in the degree, but for those students interested in a deeper research topic encourage and support them in this choice. They would retain their current credit equivalencies (Research Essay 1.0 credits; Thesis 2.0 credits).*
Pedagogy	
8	*All multi-section core courses should cover the same content for the first 9-10 weeks, with the remaining weeks of the course up to individual instructors.*
9	*Establish a Teaching Committee that becomes a major committee in the School.*
10	*Institute an annual half-day retreat on teaching, probably in the spring shortly after classes, where faculty members share experiences and ideas.*
Ancillary Components	
11	*That the annual fall Orientation include an Induction Exercise.*

12	*A Mathematics tutorial be instituted as described in Appendix E of this report.*
13	*The Director and MA Coordinator explore the possibility of developing a five-year, combined BPAM/MAPA degree sequence.*
14	*Efforts be made to expand the range of Co-op employment opportunities for our students.*
15	*That advanced standing for PADM 5114 be granted only on the basis of a standard examination.*
16	*Efforts be made to provide students with the opportunity to do at least part of their program abroad. At minimum, this should involve partnerships with at least three institutions, one in the US, one in Europe, and one in Asia.*
17	*Language: That serious efforts be devoted to providing opportunities for our students to improve their French skills, for example through partnering with NPSIA to develop a Summer French Language Institute, or partnering with Quebec programs for credit exchanges so that our students could take a part of their degree in French.*
Program Management and Nurturing	
18	*The Director allocate the necessary resources and personnel to ensure the development, implementation, and on-going management of the new program*
19	*Establish a Graduate Program Committee consisting of program coordinators for all of our programs. It should meet regularly to compare notes and coordinate program delivery. The objective would be to maximize the student experience across the programs.*
20	*The Director should produce an annual "State of the School" report, presented at a Town Hall with invitations all students and faculty. The statistics and data for this report should be built up in a longitudinal database that can be used for periodic program review and adjustments.*
21	*In line with Recommendation 9 above, a Teaching Committee (with student representation) should be established to encourage cross-fertilization of teaching methods and content, as well as encourage new teaching methods. It would also be responsible for a long-term mapping of learning outcomes to teaching content. There should be an annual half-day retreat to discuss just pedagogy, compare course outlines and content.*
22	*Students should be guided to produce, close to graduation, an ePortfolio of their experiences and accomplishments in the program. This will encourage them to think about the synergies and connections in the program, the courses and ancillary activities, and their broader accomplishments as graduates.*

MAPA Curriculum Committee[1]

Report on Review of the Curriculum

Background

This report is part of the Quality Assurance review undertaken by the School of Public Policy and Administration (SPPA) in 2013-14, pursuant to articles 4.2.5-4.2.6 of the provincial Quality Assurance Framework and articles 5.1.9.23-24 and 5.1.9.26-27 of Carleton's Institutional Quality Assurance Process (IQAP).

Previous steps in that process included (1) preparation throughout 2013 for the site visit and report of the External Review Committee (ERC - chaired by Prof. Michael Atkinson, University of Saskatchewan) in October 2013, (2) active and collective reflection by the SPPA on the ERC report through winter 2014, (3) an SPPA Task Force report submitted in June 2014, and (4) a Quality Assurance Action Plan submitted (QAAP) to IQAP in June 2014.

Our committee was struck in August 2014, and tasked by the Director to recommend changes to the MAPA program, drawing on the ERC report and the QAAP (including the Task Force report).

A notable feature of all the reports (detailed below) is that while the School and the MAPA is "good enough," it is not as good as it could or should be. Irrespective of the stimulus of the IQAP process, it is time that the School review its flagship Masters program and modernize it the face of the changing context (e.g., many more competing programs), faculty complement, and student expectations.

Considerations

Our first step was to establish an internal web site for faculty comment on key issues (see Appendix A for a list of the issues/questions as posted). Responses were gratefully received, and served to guide our discussions. We also conferred with the SPPA Society (meetings on October 10 and November 26, 2014).

Our other starting points were the ERC[2] and Task Force reports.[3]

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[1] Members of the Committee: Leslie A. Pal (Chair), Jose Galdo, Lisa Mills, Susan Phillips, Jennifer Stewart.

[2] Available at http://carleton.ca/viceprovost/wp-content/uploads/SPPA_ESActionPlan_web.pdf

[3] Available on the cuLearn site established by the Committee.

The QAAP noted that the ERC "spoke glowingly of the School's national profile and reputation, the support the School and its programs have received from the senior administration at Carleton, the quality of the programs, the quality of course material, the performance of the faculty, the quality of the Schools' management, and the appreciation of students for the School's programs and its faculty. Nonetheless, the Review Committee felt that while 'the School will continue to satisfy quality requirements' without considering program enhancements, it would 'run the risk of forfeiting its leadership role in the country, as other programs innovate and improve in response to changing demands, student expectations and new opportunities.'"

The ERC recommendations (as summarized in the QAAP) were:

1. Identity and better communicate the primary learning outcomes of the program, particularly the balance (or choice) between its theoretical vs. practical orientation, and how this translates into skills and knowledge in its core courses, the name of the degree and its interdisciplinary nature.

2. Reassess the length, content and pedagogy of the 'core' courses given the considerable dissatisfaction expressed by students, and address the lack of consistency across sections of the same core courses.

3. Address the configuration of the 'streams' or concentrations of electives, particularly whether the current distinction between the 'policy' and 'management' concentrations is meaningful and useful.

4. Review the pedagogy and opportunities for experiential learning, addressing the desire by students to have more problem-oriented approaches that are relevant to careers in the public sector and the potential for some kind of capstone experience.

5. Make better use and integration of adjunct faculty who are experienced professionals into core and elective courses.

6. Ensure the strength of the coop program is maintained as an important vehicle for recruitment and a means for students to gain professional experience, with a view to reducing reliance on the federal government and seeking placements in other orders of government and in the nonprofit sector.

The QAAP noted that while the ERC found that the program is of high quality, the MAPA requires "attention beyond tinkering."

Following on the ERC report, the SPPA Task Force report offered three options for reform.

Option 1 retained the existing core, but suggested integration across groups of courses (Micro and Macro, Research Methods I and II, Policy Analysis, Public Management, and State and Society). The integration would occur through formal meetings and coordination among instructors, with regular reporting to the Schools in some fashion.

Option 2 relied on three, new core 26-week courses in "Economics", "Methods", and "Politics". In addition, students would be required to take two out of four or five new 13-week courses. The new courses could include: Government Budgeting, Law, Ethics, Organization Theory & Leadership, State and Society (State and Society could be included here or as part of the 'Politics' course above).

Option 3 was the most radical: the first year of the program would consist of an induction month, followed by three 22-week core courses in methods, economics, and policy/management, and two electives.

Irrespective of which option was chosen (the Task Force did not recommend one or the other), there were "add-ons" that could be mixed and added to enhance the program:

- Mini-courses

- Online course material

- Study tours/field trips

- Teaching support

- Concentrations (eliminate, formalize through the degree, or designated "pathways")

- Capstone

- Different approaches to co-op report – better use of it; develop case materials

- Continual evaluation of delivery

Our review and recommendations build on these two reports by examining the follow set of (overlapping) issues:

1. Mission, character, and objectives of the MAPA program

2. Core (content and integration)

3. Concentrations/electives

4. Pedagogy

5. Ancillary but important program components (e.g., Co-op, the Task Force "add-ons")

We address each of these below, but also need to address the administrative or management elements implied in our recommendations. And so we add a sixth set of issues:

6. Program Administration and Nurturing

Recommendations

1. Mission/Identity

Historically, the field of public administration pedagogy was first defined by generic MPAs, and the common objective was to provide a generalist background to aspiring public servants (Berman, 2012; Kettl, 2000; Moran, Rein, & Goodin, 2006; Rabin, 1998, 2003; Rabin, Hildreth, & Miller, 2007; Shafritz, 1997). Over time, new, more specialized programs were developed – and the School now has several such Masters-level programs to equip graduates to practice public administration in *specific fields* (e.g., non-profit leadership, Aboriginal public management, sustainable energy, evaluation). New programs in other institutions have tended to be "public administration and X" – international affairs, health, etc. (Geva-May & Maslove, 2006, 2007; Geva-May, Nasi, Turrini, & Scott, 2008).

This begs the question of what is the role and place of a generic degree like the MAPA? It currently has some specialization through the concentrations, but these are not formally reflected in the degree designation (on Concentrations, see more below). In our view, as a generic degree, the Carleton Masters should highlight the following strengths (for background on Canadian MPAs, see Gow & Sutherland, 2004; Pal, 2008; Pross & Wilson, 1976):

- It is generic in the best or strong sense: a graduate will have a richer and deeper background than other, more specialized degrees. This frames our recommendations on the core and the concentrations below, giving our students direct access to thought leaders in the field.

- It is based in a research-intensive School.

- It simultaneously draws on the strength of a large (outside ENAP, the largest) School in the country, and among the largest in the world. This translates into a richer array of electives *within the program* (i.e., not simply available from other units at the university).

- It is positioned in the FPA, and close to NPSIA. This is unique.

- It is in Ottawa, with all that that implies, though not all that we have capitalized upon.

These issues can be linked to the various discussions the School has had over the past year about "competencies," an approach to assessing MPAs that has grown in popularity in recent years and (Bowman, West, Berman, & Van Wart, 2004; Diaz, 2014; Hood & Lodge, 2004; Piskulich & Peat, 2014; Rivenbark & Jacobson, 2014; also see Appendix C for some background on what competencies might entail). What is the competency of a MAPA graduate, as opposed to a graduate with a more specialized public administration degree – e.g., the Masters in Nonprofit Leadership or the Masters in Indigenous Public Administration? Clearly, the more specialized degrees putatively give students *the basic core of public administration*, and essentially restrict their electives to a

specific field. The MAPA approach has been to have a relatively small core, without a *single* specialization, but – in principle – several ones through the concentrations.

We discuss this in greater detail below, but the MAPA Concentrations have some weaknesses: (1) not all in-coming students self-identify in a concentration, so it has not been unusual for the SPPA office to place them in one, based on some intuition of their interests, (2) the final designation of "concentration" is done almost entirely by an algorithm in the audit process (courses that have been pre-coded to a concentration are distributed by the program across the eight electives), and (3) the student's concentration is not designated on the degree.

In a world of increasingly focused, specialized degrees, a generic degree with a small core and a range of "concentrations" that do not appear on the degree will lose. In our view, a general degree like the MAPA has to be deeper and stronger than a specialized degree. Its graduates should have the full complement of competencies. It should be a black belt in public administration.

This essentially is an issue about the character of the degree, or its "brand." The first point is the name of the degree -- the Master of Arts in Public Administration -- something that was discussed by the ERC. The MAPA designation is unusual, and even students colloquially refer to the degree as an "MPA". It is not clear what "Master of Arts" means as opposed to simply "Masters". It might suggest more of a research focus, but almost no students do the thesis or research essay. It might imply some high level of abstraction or perspective, but with the possible exception of one course (State and Society), that is not evident. At one time, when the School was simply the School of Public Administration, the degree name mirrored the School name. It doesn't now.

As well, our MAPA is a combination of policy analysis and public administration (though we actually have more analytical skills courses in the core than public management administration proper).

Is it time to change the name? On balance, considering the pros and cons, we think yes, and suggest "Master of Public Policy and Administration" – MPPA.

There are several arguments on the pro side. The title would be distinctive. There are no other degrees in Canada with this name, though Ryerson has a Master of Arts in Public Policy and Administration (possibly it is an MA because it is housed in the Department of Political Science and not a stand-alone professional school). In the Atlas database, only California State (Sacramento) has this designation, while the LSE has an MSc in Public Policy and Administration. A Google search shows one MPPA at Northwestern (http://sps.northwestern.edu/program-areas/graduate/public-policy/index.php), and an on-line version at American University (http://landing.online.american.edu/master-public-administration-policy?utm_source=google&utm_medium=cpc&utm_term=+MS+in+Public+Policy&utm_campaign=Search+AMU+MPAP+National&utm_content=MPAP+Policy+General+BMM&uadgroup=MPAP+Policy+General+BMM&uAdCampgn=Search+AMU+MPAP+National)

Another supportive argument is that the new name, combined with a larger core (see below), a new set of more interesting and flexible concentrations, and great attention to application and integration would signal a significant change and improvement in the program. The "brand" could build on these features, as well as others that have been highlighted in the past: the "Capital Advantage," the connection to other leading graduate schools, diversity of programs etc.

An MPPA would also better mirror the name of the School, reflect the blend of policy and management in the degree, and sets us apart in a comprehensible way from other programs. It would address the ERC's concern about the degree's "identity." We have consulted with Graduate Faculty, and there are no impediments to changing the name as long as we have a sensible rationale. In Calendar-ese it would be considered a "major modification", but we were advised that since it springs from the Quality Assurance review, it would probably pass easily, especially accompanied by major programmatic changes in content.

There are, of course, arguments against changing the name. One is historical, and specifically the attachment that alumni might have to the name. There is also the sense that an MA, rather than simply a "Masters," conveys or signals the academic focus/dimension of the degree. This is why (see below) we recommend the retention of the Thesis and Research Paper options in the new program, for students who do wish a more research-intensive experience.

The following two recommendations are simply about focus, character and identity of the program. Our other recommendations (e.g., on the core) flow from this re-focusing.

> *Recommendation 1: That the MAPA be redefined and rebranded as a deeper and strong graduate degree, with an explicit emphasis on excellence, rigour, depth, breadth, and integration of knowledge through a broad range of competencies.*

> *Recommendation 2: That the MAPA be renamed the Master of Public Policy and Administration (MPPA).*

2. Core (content and integration)

The current core consists of the following seven 0.5 credit courses (3.5 credits):

PADM 5111: Microeconomics for Policy Analysis

PADM 5112: Macroeconomics for Policy Analysis

PADM 5113: Research Methods and Design I

PADM 5114: Research Methods and Design II

PADM 5115: Introduction to State and Society

PADM 5116: Policy Analysis and Contemporary Governance

PADM 5117: Public Management

With the exception of State and Society (S&S), this is a fairly standard, basic core for MPA programs around the world, so we cannot start with a *tabula rasa* (for summaries of 80 MPA/MPP programs from Canada and around the world, see Pal & Clark, 2014). In considering the Task Force options, our Committee concluded that full-year courses (1.0 credit) might be desirable, but were not practical in terms of current university practice and the mundane constraints of scheduling.

That said, we find no magic in the number seven. In light of our recommendation about the School's mission and comparative advantage, and in light of the modern context of public administration, we recommend a core with ten 0.5 credit courses (5.0 credits). This core would retain some of the current core courses but in modified form, and add three courses.

Current Courses (Modified)

The seven 0.5 credit courses (modified) carried over from the current core are:

Modern Challenges to Governance (formerly State and Society): Our rationale is that the S&S course is often criticized as being too philosophical, historical, and disconnected from contemporary issues and eventual career needs. We are only partly persuaded by these criticisms, and in fact the S&S course has been evolving away from a pure Cook's tour of "big thinkers." We think that it can go further in that direction by re-casting itself as a "Modern Challenges" course. This has the advantage of permitting some exploration of the classics (which we fully endorse), combined with more flexible treatment of emerging issues (e.g., big data, internationalization). A sample calendar description might be: "A survey of contemporary challenges to states, citizens, and policy making in modern democracies. A range of contemporary and historical thinkers will be used to analyze and explore these challenges. The issues discussed may include the following: inequality; national security and intelligence gathering; identity; globalization and global finance; trade agreements and property rights; climate change and environmental challenges." We emphatically support the character of this course as "theory-driven" and as a serious consideration of some classical thought, but with a fresh effort to demonstrate the relevance of that thought to major society/governance challenges.

Microeconomics and Macroeconomics: These would remain as separate courses, but instructors will work to integrate them more effectively.[4]

Policy Analysis: The Practical Art of Change (formerly Policy Analysis and Contemporary Governance): The current course is a mix of policy analysis, applied skills, policy fields, and some public management. We recommend a re-orientation to a more applied format, and removing public management topics

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[4] Economist colleagues met several times over the fall, most recently on November 18, and agreed on a number of measures to improve teaching in Microeconomics, including a special problem-solving and case based tutorial, better integration across sections, and a special speakers' series to illustrate the application of microeconomics to current policy issues..

(which has its own core course). It would focus on specific techniques of analysis (e.g., risk assessment, policy design, options analysis, scenario-writing, etc.).

Research Methods and Design I and II: Our suggestion is to rename these courses Quantitative Methods for Public Policy and Qualitative Methods for Public Policy, and encourage better coordination among instructors so that the synergies of the courses are maximized.

Managing Publicly: Principles and Approaches (formerly Public Management): Since we are suggesting a new, additional course in applied public management below, this core public management course would be re-focused on a higher-level analysis of principles, institutions, processes, organizational theory and design.

New Courses

The three new 0.5 credit core courses are:

Law and Ethics: This course assumes that a competent public servant knows something about the legal and moral context of her work. The focus would be on administrative law, and various practical aspects of values and ethics in the public sector (e.g., codes, watchdogs, accountability and responsibility, anti-corruption measures)

Managing Publicly: Art and Craft: This would be a complement to the other core management course, but with a focus more on practice (e.g., financial management, performance management, human resource management, designing organizations, implementation, leadership, etc.). We think that a course like this is crucial to our program, which has traditionally been strong on theory but weaker on application and practice. There are simply things that are part of the practical, daily management of the public sector that our students do not learn in our courses, and cannot simply pick up in a Co-op placement.

Capstone: This is intended to be an integrative, workshop based course in the winter term of the second year. It will give students to the chance to apply all the skills they've learned in the program on a real policy problem. See Appendix D for a detailed description.

The additional courses strengthen the MPPA mission to provide the depth and breadth that cannot be offered by more specialized degrees. Our graduates would emerge "fully equipped for anything." No other program in the country provides this mix of instruction in law, ethics, and applied policy analysis and public management. This would make our program stronger, deeper, and richer than competing programs and particularly more specialized programs.

We also think that it represents a better mix of policy analysis and management courses. The current MAPA – despite being a degree in "Public Administration" has only one core course in public management. The proposed MPPA would have three – the two Managing Publicly courses, and Law and Ethics. Nonetheless, it would be a balance – as the new name suggests – of public policy (analytical tools) and public management. Of ten

core courses, five would be in economics, methods, and policy analysis, four in management, and one capstone that would integrate both. Of the new concentrations that we are suggesting (see below), there should also be balance of analytical, substantive, and management courses. So while we see our recommendations as leading to a rebalancing of public and administration, we think that they achieve a clear parity and signal to students that a superior competence comes from mastering both.

> *Recommendation 3: The MPPA core consist of ten 0.5 credit courses.*
>
> **Microeconomics**
>
> **Macroeconomics**
>
> **Quantitative Research for Public Policy**
>
> **Qualitative Research for Public Policy**
>
> **Modern Challenges to Governance**
>
> **Policy Analysis: The Practical Art of Change**
>
> **Managing Publicly: Principles and Approaches**
>
> **Managing Publicly: Art and Craft**
>
> **Law and Ethics**
>
> **Capstone**

In addition to this core, we recommend that students take four additional electives (see below), for a 7.0 credit or 14-course degree. This could be reasonably completed over two years. This is a reduction in one 0.5 credit course from the MAPA's current 15. Does this contradict the principle of a strong degree? We don't think so – the strength comes from the core. What is the rationale for going to 14? It is two-fold. First, a cluster of four electives seems best for a "concentration", better than three (too few) or five (too many). Second, there are resource constraints in the number of courses (electives) we can offer. If we move to a 10-course core, then there has to be a reallocation from elective courses, especially if the electives have to be offered in subject clusters (concentrations).

In the first draft of our report discussed with colleagues at the retreat on November 21, 2014, we proposed a firms sequence of courses, in part because we thought this would be administratively simpler and cleaner, more rigorous, would encourage a smooth flow from fundamentals to applications, and help build camaraderie and morale among cohorts of students. By a "firm sequence" we meant that all three sections of each core course would by taught simultaneously in either the fall or the winter term. If a student failed a course, he would have to wait a year to take it again.

The discussion at the retreat persuades us now that a rigid sequencing of courses has significant disadvantages for both students and faculty. In other words, with the exceptions mentioned below, sections of core courses could be offered across terms (e.g.,

two in the fall, one in the winter, or vice versa). This would simply be a scheduling issue for the School Administrator.

We do, however, recommend the following sequencing requirements:

1. In order to be eligible for Co-op, students will have had to have completed at least six of the core courses, of which one must be from the Macro/Micro pair, one from the Quantitative/Qualitative pair, and one from the Policy Analysis/Managing Publicly pair. This is similar to the current requirement, and is intended to ensure that students are equipped to do their best in the workplace.

2. The Capstone is always offered in the winter term, and only to second-year students. Students who have done Co-op in the summer and fall of the first and second years, will have completed seven of ten core courses, and can finish the other two in conjunction with the Capstone. In a perfect world, the Capstone would indeed be a capstone – only undertaken when *all* other course requirements have been completed, but this is impractical.

> *Recommendation 4: Sections of core courses be offered across contiguous terms, with the only sequencing requirements being (1) for eligibility for the Co-op (six core courses, with at least one from each of the pairs of Macro/Micro, Quantitative/Qualitative, and Policy Analysis/Managing Publicly), and (2) eligibility for the Capstone (second-year status, in the sense that they have completed the bulk of the program).*

Concentrations

Currently, to complete a concentration, a student needs to take four 0.5 credit courses from a designated list of electives. The lists are quite lengthy (Policy Analysis, for example, is further split into two sub-concentrations, Theory, Methods and Policy Process, and Field Courses, with a total of 23 electives). The remaining four 0.5 credit courses in the program are pure electives, though in principle a student could take two concentrations.

The standard criticisms of the current concentrations are that: (1) they are not designated on the degree, (2) with the possible exception of ISE, they do not have a clear identity or profile for students, (3) students are not sure what the concentration actually means as a "concentration", 4) they do not accurately reflect the full range of strengths in the School, (5) they absorb administrative resources since students have course requirements to complete a concentration.

There are some administrative anomalies as well. As mentioned above, many in-coming students do not formally designate a concentration, and are assigned one by default. No one checks during the student's program if the requirements for a concentration have in fact been met – this is accomplished at the end of the program through an algorithm. There are rare cases where the algorithm cannot assign enough

courses to any one of the four concentrations (i.e., a student might have taken electives randomly, without accumulating the four courses in any one field), in which case, again, it is done arbitrarily. This is especially the case for Policy Seminars and Reading Courses. Strangely, because the four-course requirement is in the program, Graduate Faculty actually wants to see the requirement met before it will recommend a student for graduation, but the concentration does not actually appear on the degree.

The concentrations are so ephemeral that we don't actually have any hard data on their distribution. We had an internal SPPA database for some years that was sporadically maintained, but that was replaced two years ago by the centralized Banner system. Banner does not keep track of concentrations – the calculation is entirely in the audit process. So we are in the strange situation of having a formal programmatic requirement that we don't deliberately and systematically track. Numbers are impressionistic at best: estimates are that about 40% of our students are in the Policy Analysis concentration, about 30% in Public Management, possibly about 20-25%, with rest in ISE. The weakness of numbers in the ISE is a surprise, since instructors in the area have worked hard to build an active infrastructure through ISEMA and SIGNALS. It may be that the ISE will see long-term decline in favour of the Sustainable Energy degree, or perhaps it faces competition from newer Environmental Studies programs (the "I" and the "S" in the ISE have been nominal at best – the concentration focuses on environment, and more recently, on energy).

If the core were changed to a more demanding and standard set of ten courses, of which one would be an integrated Capstone, we think that the length of the degree can be reduced to fourteen 0.5 credits, leaving four courses after the core. We think that these can continue to be designated as "concentrations," but only as *suggested* groups of courses that reflect active research and teaching fields in the School. There could be as many as six of these, and they could vary over time as faculty resources, research, and interests change. They could also be designed deliberately as "intersections" of issues or areas – for example, a concentration on public/private/non-profit sectors. Other examples might be: Indigenous Policy and Administration; Sustainable Energy; Health Policy; Municipal Governance; Information Technology and Public Management; International Development. The exact set of offerings would have to be determined, but our suggestion is that to begin with, they build on the current degree/diploma areas, partly for resource reasons and partly to reflect evident strengths in the School. These might be: Environment and Sustainable Energy, Indigenous Policy and Administration, Nonprofit Leadership, Evaluation, and Health Policy.

It would be completely up to students to decide if they wished to take the four courses to constitute a "concentration", or mix and match courses to their own interests (e.g., a student might be interested in international health issues, and so take courses in health policy and international development). See below under "Ancillary Components" for suggestions on how to validate this new "concentration" system as a component of the student's degree, but the key point is that while the concentrations would be signaled strongly to students, it would be voluntary and not a designated, formal part of the degree.

The advantage over the current configuration is that it is truer to the strengths in the School, and that it gives us flexibility in changing concentrations over time. Obviously, concentrations – once designated – should stay in place for up to five years, but they can be amended and evolve under the School's own discretion, without requiring Calendar submissions. We think this strikes a good balance between flexibility, stability, and playing to our strengths. As well, these concentrations would have real substance and focus, as opposed to the somewhat nebulous "Public Management" and "Policy Analysis" concentrations we have today. In effect, these two "concentrations" will be anchored more firmly and visibly in the core of the program.

While not a concentration per se, students currently have the option of doing either a research paper or a thesis in lieu of some course requirements. As a matter of practice, the School does not actively encourage either of these, and so they are rare. They are relatively rare in most North American degrees. Nonetheless, we think that these options should be retained, since they signal a strong research dimension to the School.

Recommendation 5: The overall degree requirements be reduced from 15 to 14 courses (seven 0.5 credits).

Recommendation 6: The current concentrations be dissolved and replaced with a set of up to six concentrations consisting of four courses each. These would be revised periodically in light of faculty complement, research interests, and changing policy context.

Recommendation 7: Keep the Research Paper and Thesis options in the degree, but for those students interested in a deeper research topic encourage and support them in this choice. They would retain their current credit equivalencies (Research Essay 1.0 credits; Thesis 2.0 credits).

Pedagogy

Both the ERC and Task Force reports highlighted pedagogical issues, and they boil down to three issues: (1) integration across courses in cognate fields, and across sections, (2) more experiential, problem-centred learning, and (3) more innovative teaching techniques (e.g., on-line or hybrid courses, flipped classroom).

We think that to some extent our recommendation on the core will achieve better integration in the program as a whole. Integration across sections of a core course is most notably achieved in PADM5116, where the instructors have agreed on a common syllabus for the first 9-10 weeks, including textbooks and assignments (teaching styles and techniques in the classroom vary of course, but the PADM5116 instructors share ideas about those as well). We recommend that the PADM5116 model be the aspiration all core

courses with multiple sections. At minimum, the same basic content should be covered in the first 9 to 10 weeks, though the order, emphasis and teaching styles may vary.

Innovation in teaching practices is partly a function of knowing what those practices are. We recommend establishing a Teaching Committee to organize talks and events around pedagogy, as well as an annual half-day retreat where faculty can share teaching experiences and ideas. More than that, however, the Teaching Committee could be an on-going vehicle for the articulation and mapping of learning outcomes to course and teaching content. A learning outcomes lens was primordial for the Quality Assurance process, and is certainly the direction in which accreditation and assurance systems are moving. Since outcomes are *across the program*, they cannot simply be the responsibility of individual instructors. A Teaching Committee could serve as a vehicle for long-term reflection on learning outcomes, mapping against course content, and advice to faculty on better alignments (for background on public and private sector standards and competency frameworks, see Appendices C and D).

Recommendation 8: All multi-section core courses should cover the same content for the first 9-10 weeks, with the remaining weeks of the course up to individual instructors.

Recommendation 9: Establish a Teaching Committee that becomes a major School committee (see below under Program Management and Nurturing).

Recommendation 10: Institute an annual half-day retreat on teaching, probably in the spring shortly after classes, where faculty members share experiences and ideas.

Ancillary Components

Key ancillary components of the program include field trips, mini-courses, seminar series etc. We feel that these are well developed in the School, and only require continued support and development. Seven other ancillary components of the program do require some attention, however.

Induction Exercise as Part of Orientation

The first is linked to the integration and identity/mission issues discussed above. It has been suggested that we could do more to introduce students to the program and help them understand its architecture. The Task Force offered an option of an "induction week" where students might work on an applied project together (see the report for details). We don't think that a full week is workable, especially at the beginning of term, but do think that the September Orientation should be changed to include an Induction.

Currently, our Orientation is a one-day event, half of which is devoted to the Concentrations. We propose a two-day or two and a half day Induction

Exercise/Orientation. Logistically, this can be fitted into the Orientation Week on the Thursday-Friday (possibly part of Wednesday), with at most the loss of one or two first day classes for a couple of courses (very few of our courses are scheduled for Fridays).

The Induction Exercise would be organized a real policy/management issue, sufficiently complex and timely that it could be viewed and discussed from a variety of perspectives. Faculty members, adjuncts, and outside experts might give mini-lectures and workshops, and there would be a final exercise (a briefing note and/or presentation). Students would get to meet each other, as well as the faculty, in a more engaging format. It would showcase our courses and research in a lively manner, and give students a sense of the complexity of the policy/management world, and the skills and knowledge that they will be learning in the coming two years. It would also foreshadow and bookend the Capstone exercise in the final term of the second year, and would show students that there is an arc to the program, a coherence and a deliberate integration.

There are models for this type of exercise. Oxford's Blavatnik School Of Public Policy MPP has a "policy challenge workshop" as part of their induction (http://www.bsg.ox.ac.uk/study/mpp/mpp-schedule-overview). SciencesPo (Paris) has a different model, with a mandatory field-based study trip in the first year, supplemented by workshops and a capstone (http://www.sciencespo.fr/master-public-affairs/content/curriculum-and-policies).

Mathematics

The second is the challenge that many of our students face with math. Faculty members have kindly provided math tutorials on an ad hoc basis to help students along, but we think that can be strengthened. Our recommendation is to offer systematic tutoring based on a diagnosis of math weaknesses of incoming students, nine hours of instruction in a specific list of subjects, and an evaluation. These are detailed in Appendix E.

Bridging

The university is supporting ways to better bridge Carleton undergraduates into Carleton MA programs, principally by combining the two degrees into five-year sequences. The BPAPM is an obvious feeder program into our MAPA, and while we do recruit a few students, we do not have a five-year option. We recommend that this be explored by the Director (or designate -- apparently talks are already underway).

Co-op

The Co-op remains possibly the single most attractive feature of the program to prospective applicants. More effort should be put into expanding interesting employment opportunities.

As we position our degree offerings relative to other universities, one of our advantages that will remain is the "Capital Advantage" and the ease with which our students can complete Co-op terms and continue their studies. It is extremely important that our students are able to find Co-op positions and that the Co-op office is working to find positions for them. In addition, our pool of possible Co-op positions must be

expanded from a single focus on the federal government. Our emphasis on the federal government has exposed us to substantial fluctuations in the availability of the co-op positions.

Extra resources must be devoted to the Co-op office to expand the type of co-op positions available. Pressure needs to be brought on the Dean.

Another issue is that work term report needs to be re-designed to reflect our new program design and meet our learning objectives.

Advanced Standing for PADM 5114

When we decided to introduce a common core to the MAPA degree, we eliminated the inner- and outer-core requirements. Prior to the introduction of the common core, the Canadian stream students, approximately two-thirds of our enrolment at that time, were required to take a second or advance statistics course that covered regression analysis. We decided that the new statistics course – PADM 5114 – would use two weeks to cover a basic introduction to regression analysis.

When students apply for advance standing, they are required to have completed a course or courses that covered regression analysis. The problem we now have is that many students, in particular those with a political science background, have an introductory statistics course that covers the first 10 weeks of material, but does not include regression analysis. These students are not given advance standing and complain that the first 10 weeks are repetitive and a waste of their time.

In addition, there is concern that giving an advance standing for courses taken many years ago is not appropriate.

A solution to these problems would be to introduce a challenge or standard exam for students to write. Students would only be given advance standing for PADM 5114 if they receive a mark greater than 80% on an exam that is set by a faculty member. The exam would be written so that it was impossible to get more than 80% without understanding basic regression analysis. It would be held one evening in the first week of classes. Information about the material covered on the challenge exam would be available on our website.

International Dimension

The School has talked for years about developing international partnerships so that our students could either take courses abroad (as electives), do a joint degree (do part of the degree requirements here, and part elsewhere), or dual degrees (meet requirements for two degrees simultaneously).

Students are interested in being able to do at least part of their degree abroad. Even the new Bachelor of Global and International Studies will be sending undergraduates abroad. At a minimum, we can simply let them register for approved courses in universities with which Carleton has an MOU (well over 100). A model is the University of Toronto's School of Public Policy and Governance – it simply informs students that they may study abroad in the fall semester of their second year at one of the SPPG's partner

institutions – Hertie (Berlin), SciencesPo (Paris), Lee Kuan Yew (Singapore), and the National Graduate Institute for Public Policy (Japan) (http://publicpolicy.utoronto.ca/programs/master-of-public-policy-program/international-exchange-program/).

It would be better, from the point of view of visibility and predictability, to have joint degrees, and we believe that renewed efforts should be made to develop at least two or three partnerships with programs around the world – one in the US, one in Europe, and one in Asia. But in the meantime, it should be quite easy to establish a partnership and give our students a chance to do part of their program abroad. Not having a visible option in this regard is a clear competitive disadvantage.

Language: French

A significant number of our graduates aspire to careers in the federal public service, and facility in the French language is a distinct asset. As an Anglophone program (though we are fortunate to have several Francophone faculty), we are at a disadvantage to the University of Ottawa, which has been rapidly expanding the developing its program.

Several attempts have been made in the past to support some French-language study, but they have not worked. We can't be expected to turn unilingual students into bilingual ones, but we should be able to provide a serious opportunity for capable students to acquire a respectable credential in the French language. NPSIA is studying the possibility of mounting a Summer Institute in French for all the same reasons, and we should partner with them. Another approach would be to partner with a Quebec institution for exchange credits in courses that are taught in French. If we make honest efforts to open opportunities for our students, we can flag that in our "brand" and deal – at least initially – with a competitive disadvantage. This should be a priority for the School.

Recommendation 11: That the annual fall Orientation include an Induction Exercise.

Recommendation 12: A Mathematics tutorial be instituted as described in Appendix E of this report.

Recommendation 13: The Director and MA Coordinator explore the possibility of developing a five-year, combined BPAM/MAPA degree sequence.

Recommendation 14: Efforts be made to expand the range of Co-op employment opportunities for our students.

Recommendation 15: That advanced standing for PADM 5114 be granted only on the basis of a standard examination.

> *Recommendation 16: Efforts be made to provide students with the opportunity to do at least part of their program abroad. At minimum, this should involve partnerships with at least three institutions, one in the US, one in Europe, and one in Asia.*

> *Recommendation 17: That serious efforts be devoted to providing opportunities for our students to improve their French skills, for example through partnering with NPSIA to develop a Summer French Language Institute, or partnering with Quebec programs for credit exchanges so that our students could take a part of their degree in French.*

Program Management and Nurturing

Program management in the School, in the sense of the applications process, registrations, course scheduling, and other applications of rules, works well. But management is essentially a steady-state and rule-application exercise. It is not engaged in strengthening the program's core activities, encouraging its development, or improving the student experience. Though the term is somewhat unusual, we think that this amounts to "management as nurturing." The rules and the mechanics of the program require attention of course, but nurturing involves attracting the best students, ensuring that the MPPA program challenges them, providing learning opportunities outside of the classroom, and integrating teaching and the delivery of content. A good model for this, right in the School, is the MPNL.

We think more effort needs to be placed on development and encouragement – on nurturing – the MPPA. In concrete terms, what would this mean?

1. Recruitment and branding: With a launch of a revised program, we would need to ensure careful advertising, branding and recruitment along the lines suggested in Recommendations 1 and 2 above.

2. Program integration and co-ordination: Currently, each program and diploma in the School mounts its ancillary activities more or less on its own – summer institutes, special events, speakers, etc. Rather than a set of programs that happen to be offered in the same School, we should see it as a School offering a suite of programs. Students should have the feeling that they are in a coherent organization with a coherent mission and vision, and not a simply a group of co-habiting programs. Why shouldn't students studying the environment or sustainable energy learn about non-profits? Why shouldn't a student studying program evaluation learn about how AANDC is evaluating programs for First Nations communities?

3. Integration and coherence in teaching: As faculty, we rarely discuss in any detail what we teach or how we teach. Water cooler conversations tend to be more about research – indeed, at the annual retreat, we have a "Research

Roundtable" but no "Teaching Roundtable." However, from the student perspective, the immediate contact with the program is through the teaching of courses – that is the program as they experience it. For them, the instructor's research agenda or recent grants are secondary. Moreover, they experience the program as a sequence of courses and classes taught by different instructors with often widely varying styles and approaches. Diversity is valuable, but unconscious or accidental diversity can seem like incoherence. And without any serious discussion or comparison of courses, there often can be duplication, another frustration for students.

4. Integration in continuous program oversight and reporting: As part of the launch of the new program, new, regular forms of data collection should be introduced so that we can consistently and regularly monitor it. This could include student data, grade distributions etc. As well, there should be an annual, detailed electronic survey of student opinions about various aspects of the program. All this information should be rolled up and presented each year by the Director in a "State of the School" report and event.

5. Integration of the student experience in the program: There is an interesting new tool, the "ePorfolio" that should be explored as a way to support individual students keep a rich record of their program experiences and capabilities. Carleton is currently running this as a pilot, but will expand it over the next year. By providing support (e.g., in the form of templates) the School could help students both integrate their experience in richer ways, but also provide them with a means of presenting themselves on the job market.

Recommendation 18: The Director allocate the necessary resources and personnel to ensure the development, implementation, and on-going management of the new program.

Recommendation 19: Establish a Graduate Program Committee consisting of program coordinators for all of our programs. It should meet regularly to compare notes and coordinate program delivery. The objective would be to maximize the student experience across the programs.

Recommendation 20: The Director should produce an annual "State of the School" report, presented at a Town Hall with invitations all students and faculty. The statistics and data for this report should be built up in a longitudinal database that can be used for periodic program review and adjustments.

Recommendation 21: In line with Recommendation 9 above, a Teaching Committee (with student representation) should be established to encourage cross-fertilization of teaching methods and content, as well as encourage new teaching methods. It would also be responsible for a long-term mapping of learning outcomes to teaching content. There should be an annual half-day retreat to discuss just pedagogy, compare course outlines and content.

Recommendation 22: Students should be guided to produce, close to graduation, an ePortfolio of their experiences and accomplishments in the program. This will encourage them to think about the synergies and connections in the program, the courses and ancillary activities, and their broader accomplishments as graduates.

Conclusion

We have tried to present a program design that responds to the reports of the ERC and the Task Force, and that has been faithful to the guidance of colleagues and students. Collectively, we have been engaged in this review process now for almost two years. It's time to take a firm step forward to a rejuvenated and regenerated Masters program that will be distinctive, demanding, and rewarding to students and faculty.

In summary, what would the new MPPA achieve pedagogically?

1. **Clearer identity**: The programmatic changes and the name change would sharpen our profile and mission, especially in comparison with more specialized programs in the School, and the increasing number of competing programs nationally.

2. **Stronger and deeper core**: We would go from seven core courses to ten, with deeper background on contemporary governance challenges, public management, law and ethics.

3. **Rebalanced emphasis on the core:** The MAPA has more electives than core courses. The MPPA proposal rebalances in favour of the core.

4. **Streamlined, focused, and integrated concentrations**: Students would continue to have the option of specializing in recommended areas of the School's strengths. These concentrations would better reflect the School's areas of research and teaching, be more flexible and rationally administered, and still permit students to build their own specializations if they wished, particularly through the Thesis and the Research Paper options.

5. **Integration of theory, practice and experiential knowledge:** The core would have more applied courses, the Induction Exercise and Capstone would emphasize the application of knowledge and skills, and we would make better use of adjuncts and professionals.

6. **Program integration and coherence**: Our recommendation to achieve a common standard in content of core courses (#8) would better integrate multi-section courses. Our recommendation for a Graduate Program Committee (#19) would help coordinate program delivery across the School, and develop synergies among them. Our recommendation for an annual "State of the School Address" and Town Hall (#20) should provide an occasion for all the School's stakeholders to have a sense of its progress and challenges.

7. **Emphasis on teaching quality**: Currently there are very few incentives or opportunities for faculty members to improve their teaching, certainly in the face of the reality that research and publications are the keys to tenure and promotion. From the student's point of view – what Apple calls the "user experience" – *the teaching is the program*. Our recommendations to create an active Teaching Committee and an annual half-day teaching retreat (#21) will help us focus on teaching, and share experiences and best practices.

These are all good things, but of course the question is at what cost? What are the resource and other implications of a revised program along the lines that we have suggested? We can address these under the major headings of our recommendations.

Mission/Identity

1. Procedurally, we have been assured that the program changes and the name change, while counting as "major changes" in the Calendar process, would be acceptable as part of the Quality Assurance process.

2. Our Calendar submission would be a major effort, including detailed descriptions of the new program, rationales, and course descriptions.

3. All of our promotional materials would have to be changed.

4. There might be a psychic cost to alumni who have an attachment to the MAPA designation.

Core

1. The increase in the number core courses probably means that more faculty would be teaching in the core than they might now.

2. Three new courses would have to be developed, and teaching resources assigned. For the Law and Ethics course, we might, initially, have to rely on a Contract Instructor or faculty member from another unit. The Capstone would require one or perhaps two faculty to teach and coordinate, and other faculty and adjuncts would contribute short seminars or lectures as part of their "administrative load" (i.e., not for remuneration or as part of their regular teaching load).

3. The new core courses would affect future hiring decisions. We would be looking for people who could teach law, ethics, and practical aspects of public management (e.g., leadership, organizational design, financial and performance management). There is a risk that we might have to rely on

contract instructors, especially ones with senior management experience. This is not in itself a bad thing – most programs in the country rely to some extent on senior (often retired) practitioners with high profiles to teach these courses. We have as well, almost always with excellent results.

4. The two research methods courses should be more coordinated, and that would require closer orchestration by the teaching faculty.

5. The State and Society course would have to be revised, as would the current Public Management course.

Concentrations

1. The Committee conferred with the Director and the School Administrator on the resources required to offer up to six concentrations of four courses (electives) each. At first blush, this would require 24 electives (six concentrations times four courses) to be offered each year. By way of illustration: five concentrations of Environment and Sustainable Energy, Indigenous Policy and Administration, Nonprofit Leadership, Evaluation,[5] and Health Policy would obviate the problem of *de novo* electives, since courses are already offered (and indeed, must be offered) in the first four as parts of Masters programs or Diplomas. So, in resource terms, this is do-able.

2. Administration of these concentrations will be easier, since they are voluntary. We don't think that "concentration leaders" are needed, but the MPPA Coordinator would have to track students, encourage faculty members to create a coherent experience across courses, etc. This would not be much different from now, but would require faculty teaching the four courses in a concentration to confer from time to time.

Pedagogy

1. Faculty teaching core courses would have to coordinate their sections along the lines of Recommendation #19.

2. A new committee would be created. It should have a reasonable cross-section of faculty (possibly including Adjuncts and Contract Instructors), and students.

3. The annual half-day teaching retreat would have to be organized by the Teaching Committee, and lunch and facilities provided out of the School budget.

Ancillary Components

1. The Induction Exercise and Orientation would have to be organized. This could be a joint responsibility of the MPPA Coordinator, supported by the other

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[5] By "Evaluation" we are referring in part to the DPE but also to evaluation courses already offered in the current program. The DPE courses are offered at higher tuition (on the assumption of smaller classes) and are designed as a package, so the bridging of those courses into the MPPA would have to be negotiated.

program coordinators through the Graduate Program Committee. But it would require serious effort to make it work well.

2. The Mathematics tutorial would have to be managed and staffed, but colleagues have already volunteered for that.

3. The Challenge Exam for PADM 5114 would have to be drafted and administered, though if done on-line it would be a first-time effort and easier after that.

4. The Director would have initiative efforts to develop partnerships with a several international programs so that our students could do part of their degree abroad.

5. The Director would have to continue to work on the five-year joint degree (BPAPM/MPPA), and a opportunities for French language.

Program Management and Nurturing

1. The Director will have to:

    a. Marshal administrative resources for development, implementation and management of the new degree.

    b. Develop a new system of data management and tracking the School that would be the foundation for an annual "State of the School Address."

2. A new Graduate Program Committee, consisting of program coordinators, would have to be struck.

3. The ePortfolio template would have to be created, but not until the program is underway and ECD has more experience with the format.

Our 22 recommendations are mutually reinforcing – they constitute, in our view, an integrated package of changes, not an *à la carte* menu of discrete choices. We appeal to colleagues to see the recommendations this way, to view them not simply as a disaggregated list of incremental changes, but an integrated strategy to make and keep our program the best in the country, and among the best in the world.

Appendix A: Committee Website

Curriculum Review Issues (as posted)

State & Society

State and Society is a core course, and in comparison with other programs, a distinctive feature of the SPPA MAPA. It is intended to introduce students to (1) important debates about the context in which public policy and administration take place, and (2) to different theoretical approaches for understanding those debates.

At the same time, students often wonder why it is in the core, what it's contribution is to their understanding of contemporary management, etc.

One idea that has been floated is to keep it as part of the core, but reconfigure it as something like "Modern Challenges to State and Society". It would be more a "topics" course, but big ideas and big topics. Examples: inequality (e.g., Piketty, Stiglitz, etc.), redesigning the state (the 2020 initiative); innovation and growth; big data, etc.. This model might allow a series of high-level speakers/guests, could be constantly updated, and designed explicitly to have links to other courses in the program.

Concentrations

The four current concentrations serve two functions: (1) designate areas of expertise in the School, and (2) signal to students an area of specialization along with courses they should take (2.0 credits) to qualify for the concentration.

The concentrations have been criticized for the following:

1. With the exception of ISE, they seem only marginally relevant to students.

2. They are not noted on the degree.

3. They are inflexible -- e.g., the School has strength in health policy, but this is not reflected in the concentrations.

One idea is to dispense with concentrations listed in the calendar. Instead, every year, the School would designate "Fields of Interest" on the SPPA website. These might consist of 3-5 courses in a field as a guide to students. Initially these would be built on the existing concentrations, but eventually would be nominated by interested groups of faculty. We might have up to 8-10 such fields at any one time. Examples would be health policy, development, public finance, evaluation, aboriginal policy, IT, etc. These would simply be guides, and students would choose them on their own (or not).

Extended Orientation

The idea of a more extended orientation period has been suggested as a way of better integrating students and the program. The MPNL has a "summer institute" of two weeks, so we have the experience in how to run these things. There are several possibilities: (1) mini-presentations of each core course, with roundtables etc. on how they come at similar issues (e.g., inequality), (2) scenario-based exercises in small groups, etc., (3) extended case study

Two questions:

1. What do you think a one-week intensive orientation of this type in principle?

2. If you like the idea, what (briefly) would be the content (not logistics)?

Curriculum: Core

Most of what we offer in the core is a given by international standards of what is taught in the vast majority of MPA/MPP programs (e.g., methods, micro).

Nonetheless, is there a subject that in your view is so important that it should be present in the core? What's missing? Assume no resource constraints here -- we just want ideas.

Competencies

Please take a look at the UK Civil Service document "Policy Profession: Skills and Knowledge Framework" (2013), especially pages 12-17. The document can be found on this web page. Do you think this is a useful list of "competencies" that we should be encouraging in our graduates, and a basis for an SPPA statement of overall objectives?

Bridging BPAM into SPPA

Should we offer BPAM students sufficient advanced standing so that they could do a combined BPAM and MAPA in five years? In practice this means that their MAPA would consist of at most 5 credits or 10 single-semester courses, probably closer to 8 such courses. They could possibly get advanced standing for 5116 (policy analysis), 5117 (public management), leaving some combination of the 6 remaining core courses plus either 2 or 4 electives.

Whatever the specific design, in principle would you support the idea? Why, and why not, please.

Math Prerequisites

A perennial challenge in providing the economics and statistics core courses to our students has been the range in mathematical abilities. We have students who are well

prepared to handle these courses and we have students who are not prepared or lack confidence in their abilities. To this address this challenge, we have offered math tutorials during the first two weeks of class and had a math quiz in one of the core economics courses.

What is the best way forward in dealing with this problem?

Should we simply continue the current practice?

Would introducing a math prerequisite for entry to the program work? We could require that students pass an on-line course. Would we create such a course or is there one available?

Capstone

Our program does not require students to complete any sort of capstone course. Students have the option of either writing a Research Essay or Thesis during their program.

What are the goals of a capstone course?

What would a capstone course look like? What are the expected activities and learning objectives?

Would a limited enrollment advance seminar provide a capstone opportunity to our better students? We could offer 3 or 4 advance seminars each year on specific topics. Topics offered would depend on student and faculty interests. Enrollment in these advance seminars would be limited to second-year students who achieved at least an A- average in all core courses.

Macro and Microeconomics

Through various reforms in the MA core curriculum over the past twenty years, the micro-macro pair of economics courses has remained unchanged. Is it time to break with that tradition?

Discussion of the place of economics in the core should recognize (at least) three constraints:

a) Consensus: Core courses cannot simply be imposed upon those expected to teach them. That is, the SPPA's economists as a whole must be able to endorse the core economics that emerges from our review process. That core economics should also be worthy of the respect of the other social scientists in the school.

b) "Clientele": We must take into account that the students actually taking economics courses in the core are those who did not study economics as undergrads. They are often relatively poorly trained, even after taking a mass intro to economics course.

c) Coherence: Whatever economics is taught in the core should provide proper preparation for our most popular economics options (eg. cost-benefit analysis).

Name Change to Degree

It has often been mentioned that the MAPA -- Master of Arts in Public Administration -- is an unusual degree designation. Most similar degrees are either an MPA or an MPP. Our alumni often describe the degree as an "MPA" to others.

As well, our MAPA is a combination of policy analysis and public administration (we actually have more analytical skills courses in the core than public management).

Is it time to think about changing the name?

One suggestion would be a "Masters of Public Policy and Administration" – MPPA. In common discourse it would sound like one were saying "M - P - A". It would also mirror the name of our School. On the downside, (1) it would still be somewhat unusual as a designation (but not as unusual as MAPA), and (2) might be viewed unfavourably by alumni who feel an attachment to MAPA or possibly feel that the new designation would eclipse or diminish their own degree.

What do you think?

French Language in the MAPA

The status of French in the MAPA program has been in the air since a certain time. If we acknowledge that a significant portion of our students comes from the Great Ottawa region and that the Federal government (at large) is an important employer for our graduates, we have a clear motivation to (re)introduce French language in MAPA in a more systematical and thorough way.

An additional motivation is provided by the entry of a new competitor in our current market. The School of Government at the University of Ottawa will be launched on fall 2015 with clear and strong institutional support, as attested by the U of O Strategic Plan circulated among Faculty before our retreat. The School of Government will offer bilingual programs.

Finally, it should be noted that our students are aware that not having French in their "toolkit" will limit their career progression, as testified for example by some of our graduates during the orientation.

Do we agree collectively that we need French in our MAPA program?

As we are talking about the core courses and competencies, should we make French a requirement for our students? It is not to say that we want to put an extra entry

barrier. French can be required in the program, not before it. We need to be aware that some students will be fluent in French while other will have almost no French. This would require different class with different level of French.

Should we find resources within Carleton, like partnerships with NPSIA, who might be interested in pooling resources for French class with us or with the French department, or be ready to develop ties with external partners, like ENAP at UQO?

Research Methods

During a series of faculty meetings to consider the QA report and the Task Force report, we discussed briefly how to improve pedagogy, co-ordination, and integration of material in the two research methods courses (PADM 5113 & 5114). This thread is meant to revive this discussion in the context of the new curriculum review exercise. Would we see the teaching of research methods as one area where we can innovate and improve in response to changing demands, student expectations, and new opportunities?

1.   Would we want to rethink the existing model of two courses of 12 weeks each, with no fixed sequence?
2.   Could it be delivered as one integrated Q&Q course?
3.   Would we want to take a problem-oriented/case-oriented approach to teaching methods?
4.   If we decide on a capstone experience for students, would there be the methods training component in it?
5.   If we choose to keep the existing course structure, would it be desirable to increase integration in content and pedagogy across the two courses and across sections? How would we do this?
6.   Is there any value in having the two courses run concurrently, or in a fixed sequence?
7.   Other possibilities/ideas?

Appendix B: Background on MPA Standards and Competencies

There has been a good deal of work over the last decade in standards-setting bodies to describe the operation and content of high quality public administration and public policy programs. In 2009, NASPAA adopted the Accreditation Standards for Master's degree programs and provided a First Draft of Self Study Instructions, which included examples under each of five high-level competencies (leadership, contributing to the policy process, critical thinking and decision-making, public values, communication) (NASPAA, 2012). These standards themselves do not specify fields or courses, but in the aggregate do indicate fairly clearly what the content of a program – and hence public management as taught – should be. For example, the accreditation standards refer to four "preconditions" before a program may undergo accreditation. One of them is "public service values":

> The mission, governance, and curriculum of eligible programs shall demonstrably emphasize public service values. Public service values are important and enduring beliefs, ideals and principles shared by members of a community about what is good and desirable and what is not. They include pursuing the public interest with accountability and transparency; serving professionally with competence, efficiency, and objectivity; acting ethically so as to uphold the public trust; and demonstrating respect, equity, and fairness in dealings with citizens and fellow public servants. NASPAA expects an accreditable program to define the boundaries of the public service values it emphasizes, be they procedural or substantive, as the basis for distinguishing itself from other professional degree programs. (NASPAA, 2009)

The European Association for Public Administration Accreditation (EAPAA) issued its accreditation criteria in September 2006, and they have been periodically revised, with the last revision (version 9) in January 2013. The curriculum content is rather broadly specified, but still indicative:

> The core curriculum provides a thorough teaching of the basic concepts, theories, methods and history (classics) of Public Administration on the level of the programme (bachelor or Master). The curriculum components are designed to produce professionals capable of intelligent, creative analysis and communication, and action in the public sector. Courses taken to fulfil the core curriculum components provide research methods, concepts and theories from the disciplines of economics, law, political science, sociology, public finances, informatisation, and public management, as well as the relationship between these fields. (EAPAA, 2013)

In May 2008, the UN/IASIA Task Force on Standards of Excellence for Public Administration Education and Training issued its Final Report (United Nations, 2008). It specified five components of a high-quality curriculum: management of public service

organizations, the improvement of public sector processes, leadership in the public sector, application of quantitative and qualitative techniques of analysis, and understanding public policy and the organizational environment. Each of those components in turn had several elements:

The Management of Public Service Organizations:
- Human resource management
- Budgeting and financial processes
- Information management, new technology applications, and policy
- Administrative and constitutional law
- Effective communication skills
- Organization and management concepts and behavior
- Not for profit and private sector relationships and grant management

Improvement of Public Sector Processes:
- Development of high performing organizations
- Management of networks and partnerships
- The delivery of public goods and services
- Management of projects and contracts
- Supporting workforce diversity
- Motivation and design of public sector organizations

Leadership in the Public Sector:
- Creative and innovative problem solving
- Leading institutional and organizational transformation
- Conflict prevention and resolution strategies
- Promoting equity in service delivery
- Developing approaches to poverty alleviation
- Promoting democratic institutional development
- Public sector ethics

The Application of Quantitative and Qualitative Techniques of Analysis:
- Institutional and developmental economics
- Policy and program formulation, analysis, implementation and evaluation
- Decision-making and problem-solving
- Strategic planning

Understanding Public Policy and the Organizational Environment:
- Political and legal institutions and processes
- Economic and social institutions and processes
- Historical and cultural context
- The management of economic development
- The implications of the "third party government"
- Acknowledging and reconciling cultural diversity

The Task Force was careful to state that these "area requirements do not prescribe specific courses," but from a disciplinary mapping perspective, that is precisely what they do. And in so doing, the Task Force was contributing to a definition of what the discipline of public management does and what it should contain.

Appendix C: Competencies in the Marketplace

The Government of Canada has several different documents listing competencies, but what follows is the most recent and targeted to employees (Treasury Board of Canada, 2014).

Public Service Core Competencies: Effective Behavioural Characteristics

Public service employees who are working effectively are likely to:

- **Demonstrating integrity and respect**
  - Exhibit personal and professional behaviours that reflect the values of respect for democracy, respect for people, integrity, stewardship and excellence, as defined in the *Values and Ethics Code for the Public Sector*.
  - Discuss ethical concerns with their supervisor or colleagues and, when necessary, seek out and use appropriate disclosure procedures.
  - Conduct their work activities in a manner that reflects a commitment to client service excellence.
  - Actively contribute to workplace well-being and a safe, healthy and respectful workplace.
  - Support and value diversity and bilingualism.
  - Act with transparency and fairness.
  - Demonstrate respect for government assets and resources, using them responsibly, including by understanding and applying relevant government policies.
- **Thinking things through**
  - Plan and adjust their work based on a thorough understanding of their unit's business priorities and their own work objectives, seeking clarification and direction when uncertain or confused.
  - Consider relevant information from various sources before formulating a view or opinion.
  - Exercise sound judgment and obtain relevant facts before making decisions.
  - Analyze setbacks and seek feedback to learn from mistakes.
- **Working effectively with others**
  - Share information broadly while observing relevant policies.
  - Listen actively to and respect, consider and incorporate the views of others.
  - Recognize the contributions and celebrate the successes of others.
  - Work collaboratively and relate effectively to others, embracing and valuing diversity.

- o Demonstrate an understanding of their colleagues' roles, responsibilities and workloads, and be willing to balance their own needs with those of other team members.
    - o Elicit trust, particularly by following through on commitments.
    - o Deal proactively with interpersonal or personal matters that could affect their performance.
    - o Manage their own work-life balance and respect the work-life balance of others.
- **Showing initiative and being action-oriented**
    - o Stay up to date on team goals, work processes and performance objectives.
    - o Translate direction into concrete work activities, making the most of the time and resources at their disposal.
    - o Maintain a constructive attitude in the face of change, setbacks or stressful situations, and are open to different or new solutions or approaches.
    - o Communicate ideas, views and concerns effectively and respectfully, actively participating in exchanges of ideas with others.
    - o Identify early warning signs of potential problems and alert manager/supervisor and others, as needed.
    - o Embrace change and actively look for opportunities to learn and develop professionally and personally.
    - o Contribute to and participate in process improvements and new approaches.
    - o Pursue operational efficiencies, demonstrating an appreciation of the importance of value for money, including by willingly adopting new and more efficient ways of working.

**Functional and Technical Competencies**

Your department or agency may also include functional and technical competencies in your performance agreement:

- Functional competencies are behaviours, actions, skills or abilities expected of specific groups of employees who perform particular functions; and
- Technical competencies are behaviours, actions, skills or abilities expected of employees who hold specific jobs.

For the private sector, an authoritative source is the annual Campus Recruitment sponsored by the Canadian Association of Career Educators and Employers (CACEE). The following is from the 2013 report (CACEE, 2013).

Preferred Skill

Respondents were given a list of 20 skills/qualities and asked to rate each one on a scale of 1 to 5, with 1 representing a skill/quality the respondent felt was extremely important in a new graduate job candidate and 5 representing a skill/quality that was not very important. Figure 4 illustrates the relative importance of these skills based on their overall scores.
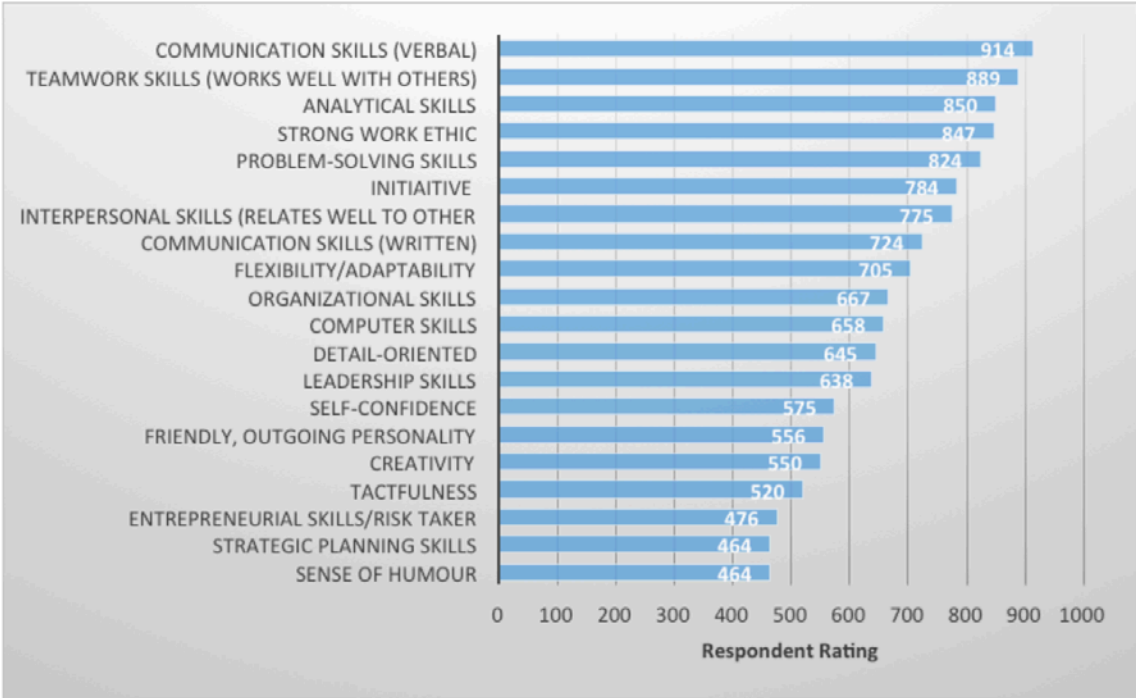
Figure 4 Skills Preferred by Employers

We compared the 2013 responses to those we received in 2012 and 2011, and the result is shown below in Table 3. We have compared the top five skills preferred by Canadian employers, and the bottom five skills as well. Although in a different order, the skills recur consistently.

Appendix D: Capstone Course

The purpose of a capstone course or project is to:

1. Synthesize core knowledge;

2. Apply this knowledge and cultivate critical and creative thinking in solving a public policy/management problem;

3. Demonstrate an understanding of the variety of challenges and constraints of governance and policy making; and

4. Learn to communicate effectively and professionally to relevant stakeholders.

In addition, capstone projects help students appreciate the complexity and multi-disciplinary nature of most policy and management issues, develop skills of collaboration and build professional networks.

In a 2006 survey of NASPAA member schools, 91 percent indicated that they provide a capstone course or culminating experience, although there is considerable variety in the form this takes (Peat & Desai, 2013). For many programs, the capstone projects are seen as a means of achieving the five professional competencies required by NASPAA for accreditation: 1) lead and manage in public governance; b) participate in and contribute to the policy process; c) analyze, synthesize, think critically, solve problems, and make decisions; d) articulate and apply a public values perspective; and e) communicate and interact productively with a diverse and changing workforce and citizenry (Diaz 2014). Should SPPA ever apply for NASPAA accreditation, the ability to meet these standards will become relevant.

The discussions among SPPA faculty and MAPA students during the Quality Assurance process generated strong support for instituting some type of capstone experience. The committee explored the logistics of this idea and recommends an option that would provide the integrated and applied experience of a capstone but that does not over tax our teaching resources.

A very common type of Capstone, used in 75 percent of US graduate schools in public policy and administration, is a consulting project conducted by teams of student for a public sector 'client.' This project requires faculty supervision and is normally supported by a course or series of workshops that enable students to develop skills beyond the core courses. This type of client-focused capstone is required in the MPNL and DPE. Its main limitation is the heavy demand on faculty supervision and staff support for liaison with external clients, and for this reason is not feasible for the MAPA with existing resources. Our proposed alternative can achieve the same goals with more modest resources.

The proposed SPPA Capstone would be a .5 credit requirement of the program and would take the form of a simulation, modeled after the Harvard Spring Project, with two key components:

1. **Capstone Workshops**: During the winter term of the second year, students take a series of workshops (a day or half day); some of these might replace the professional skills workshops (e.g. presentation skills; writing a TBS submission) or be specialized topics (e.g. an introduction to impact measurement; conflict resolution) broadly relevant to the case. These could be a mix of occasional lectures to the full cohort, with smaller group sessions. They would amount to roughly the same time commitment as one 12-week course.

2. **The Simulation Exercise**: A roughly week-long intensive experience that builds on the induction is held at the end of the winter term of the second year (modeled after the JFK School's Spring Exercise). The intent is to integrate and apply the core knowledge and workshop skills by working in teams to develop strategies for addressing the case presented at the induction. Again, faculty and external experts may be invited to present and students will be expected to provide an evidence-based strategy in a decision memo and team presentation. Evaluation would be based on the quality of the decision memo and presentation, and on quality of participation during the exercise.

Teaching Resources: A faculty member would need to be assigned to the exercise and TAs needed (PhDs) to lead small groups during the induction and simulation. As a core requirement, the Capstone would be the equivalent of two sections. Other faculty and Adjuncts/public servants would need to be prepared to give a workshop or presentation or lead a discussion as part of their 'administrative' load. One incentive for faculty is that students would be more motivated to take particular electives in their second year that they currently avoid.

Space: A lecture hall and break out rooms would be required for the induction and simulation, although these would take place after the end of classes so space should not be a problem.

Risk: The cases will take some preparation and the intensive exercises need to be well organized and managed – the risk is they flop. The benefit if they succeed is new livelihood and distinctiveness for the MAPA.

Appendix E: Mathematics Tutorial

Rationale

MAPA core courses include subjects such as Economics and Research Methods that require some level of math proficiency. There is agreement on the usefulness of providing math tutorial classes to MA students as a way to facilitate and improve the learning process. Basic command of fundamental mathematical concepts and procedures might have the power to improve students' performance and overall class experience in those subjects.

Delivery

Tutorials will have two well-defined stages.

(1) Students who are admitted to the program will receive a communication in late July or early August asking them to review basic math concepts and procedures. A list of topics to be learnt will be submitted to them along with information on a specific website where they can receive free, online math classes. We will suggest logging into the 'Khan Academy' online resources (https://www.khanacademy.org/) that offers high-quality math classes at all levels of learning. Students can log into these materials anytime and learn at their own pace. This stage is designed to provide students fundamental concepts and familiarity with basic mathematical procedures

(2) Once students arrive to Ottawa in early September, they will receive specific information about the timing and location of in-person math tutorial classes where an instructor will use a "board and chalk" approach to solve math problems. The idea is to set <u>nine</u> hours of formal classes so that students can clarify concepts/procedures that were learnt online in stage 1 through the analysis and solution of math problems and exercises.

Content

Math tutorials will cover the following topics (in no order of importance):

- Negative values
- Absolute values
- Properties of numbers
- Squared, cubic terms
- Quotient
- Growth rates
- Exponential function

- Logarithmic function
- Equations of straight lines
- Linear transformations
- Graphing lines
- Solving two equations with two variables

Resources

Delivery of math tutorial classes will require the availability of a designated classroom along with the participation of two TAs or, alternatively, one TA and one Faculty. The ideal TA is a PhD student who knows how to deliver math materials. A mistake would be to have a TA with poor teaching skills. If resources for 'math TAs' are not available, one alternative would be to use the same TAs assigned to Micro and Macro courses. This option implies the allocation of TA for these courses with some anticipation.

Evaluation

Math tutorials are not a pre-requisite either to be admitted into the program or to be enrolled in specific courses. Yet, it is recommended to grade students' math competences as a way to elicit students' effort and interest in these subjects. In this regard, we propose to grade all students at the same time in the same location following the end of the tutorial classes during the first two weeks of the academic calendar (September). The weight of the quiz should not exceed 5% of the final grade in both Micro and Macro courses. Students will take only once this test and independently of whether they are taking Macro or Micro simultaneously, or just one of them.

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Appendix B – MPPA Course Syllabus Template

Master in Public Policy and Administration

PADM 5xxx Title of Course

Fall/Winter/Summer 201x

Course Information

Instructor: xxxx
Office: Room 5xxx River Building
Telephone: 613 520-2600 ext. xxxx
Email:

Class times: hours and days of the week
Class room:
Office hours:

Course Overview

This material should be the same across all sections of the same course.

It should include:
- Preamble outlining the general subject area upon which the course will draw; the role and relevance of that subject area within a graduate program of public policy and administration; and the course's scope of inquiry.
- The learning objectives of the course: outline these.
- The intended learning outcomes of the course: state these (e.g., "By the end of the course, students will be able to X, Y, and Z.").

Course Expectations

These might include:
- the background knowledge or skills that students are expected to have prior to taking course;
- how and what students are to prepare prior to class (readings or assignments completed); level and types of engagement during class; or
- any restrictions on the use of electronic equipment (e.g., "For this course, the use of laptops, tablets, or cell phones in class is not permitted. For disabilities requiring accommodation – including the need to use a laptop in class for note taking – students must register with the Paul Menton Centre to arrange a formal evaluation of their disability-related needs.").

Course Requirements

This material should be sufficiently similar across all sections of the course, to ensure a similar work load.

It should include:
- A list of the formal requirements on which the course grade will be determined;
- Their percentage contribution toward the course grade; the dates by which they are to be completed; and

- Information as to where or how they are to be completed (e.g., tests written during class time; date or location of exam during examination period; reports to be submitted through cuLearn; recordings or videos to be uploaded through cuLearn; policies regarding late submission of assignments).

Note that it participation is to be used as a formal graded requirement, it cannot determine more than 20% of the final grade. Please specify how participation, its level, its quality are to be determined (e.g., what portion based on formal class presentations; what portion based on leading a discussion; what portion based on participation in discussion; where participation is to take place – say during class time, or though discussion forums on cuLearn).

Particularly if written assignments or term papers are to be used as formal graded requirements, then provide the SPPA Grading Guidelines as below. These Guidelines suggest B+ to be the _average_ level of performance.

Letter grade	CU grade points	Indicates that work is:	% Range	SPPA Explanation
A+	12	Outstanding	90-100	For written work, virtually publishable. Demonstrates exceptional evaluative judgment, outstanding critical thinking, and mastery of technical as well as literary aspects of writing.
A	11	Excellent	85-89	Demonstrates superior grasp of material, very strong critical thinking, and capacity to understand and extend underlying patterns.
A-	10	Very Good	80-84	Demonstrates strong grasp of material, its component parts, and capacity to analyze their relationships to each other.
B+	9	Good	77-79	Demonstrates clear understanding of material and ability to apply concepts. Written work is competent.
B	8	Satisfactory	73-76	Satisfactory, but below average. Demonstrates comprehension of material, reasonable but not strong analytical capacity, with some limitations in the ability to apply concepts.
B-	7	Barely Adequate	70-72	Clearly below average. Demonstrates comprehension and understanding, with limited capacity for application. Communication skills problematic.
C+	6	Less Than Adequate	67-69	Did not demonstrate an adequate understanding of the material or the ability to apply the concepts. Writing and/or presentations show serious problems.
C to D-			50-66	Grades in this range indicate work that is passable in some respects but does not meet the standards of graduate work.
F			Failure	Did not meet minimal requirements.

University Policies

This material should be the same across all courses.

Academic Integrity
Please be aware that all work submitted as a requirements of PADM 5xxx must be both your own work and original to this course. Academic offences are serious infractions and will not be tolerated. Students should consult Section 14 of the Faculty of Graduate Studies Calendar, General Regulations concerning academic integrity and instructional offences.

Academic Accommodation
You may need special arrangements to meet your academic obligations during the term. For an accommodation request the processes are as follows.

- Pregnancy obligation: write to the instructor with any requests for academic accommodation during the first two weeks of class, or as soon as possible after the need for accommodation is known to exist. For more details visit the Equity Services website: http://www2.carleton.ca/equity/
- Religious obligation: write to the instructor with any requests for academic accommodation during the first two weeks of class, or as soon as possible after the need for accommodation is known to exist. For more details visit the Equity Services website: http://www2.carleton.ca/equity/
- Academic Accommodations for Students with Disabilities: The Paul Menton Centre for Students with Disabilities (PMC) provides services to students with Learning Disabilities (LD), psychiatric/mental health disabilities, Attention Deficit Hyperactivity Disorder, Autism Spectrum Disorders, chronic medical conditions, and impairments in mobility, hearing, and vision. If you have a disability requiring academic accommodations in this course, please contact PMC at 613-520-6608 or pmc@carleton.ca for a formal evaluation. If you are already registered with the PMC, contact your PMC coordinator to send the instructor your *Letter of Accommodation* at the beginning of the term, and no later than two weeks before the first in-class scheduled test or exam requiring accommodation. After requesting accommodation from PMC, meet with the instructor to ensure accommodation arrangements are made.

Intellectual Property

Classroom teaching and learning activities, including lectures, discussions, presentations, etc. – by both instructors and students – are copy protected and remain the intellectual property of their respective author(s). All course materials, including PowerPoint presentations, outlines, and other materials, are also protected by copyright and remain the intellectual property of their respective author(s).

Students registered in the course may take notes and make copies of course materials for their own educational use only. Students are not permitted to reproduce or distribute lecture notes and course materials publicly for commercial or non-commercial purposes without express written consent from the copyright holder(s).

Course Outline and Readings

This material should ensure that all sections of the same course cover the same topics for at least 8 of the 12 weeks. Although the sequencing of the topics need not be the same across sections, a pedagogical rationale for the chosen sequence should be included.

Specify texts books (author, title, edition, publisher, date) and where they can be obtained (e.g., University Bookstore). Identify where other readings as listed below can be obtained (from cuLearn web site; from given URLs). If readings are ranked in terms of importance (e.g., required versus recommended; to be read before class or after), specify that ranking and how it is distinguished (e.g., by asterisks).

Provide a chronological listing of the topics and sub-topics to be covered in the course, associating each with:
- Either its specific week or date, or by the approximate number of weeks or lectures it will occupy;
- The portions of the text book, and other readings that support that topic;
- Any assignments or activities that accompany that topic.

Appendix C – DPE Review Committee Report 30 January 2014

**Report of the Review Committee
Diploma in Public Policy and Program Evaluation**

Options and Recommendations

Submitted by: Robert Shepherd, Supervisor (DPE)
                      Gene Swimmer
                      Jose Galdo

Submitted to: Management Committee
                      School of Public Policy & Administration
                      January 30, 2015

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Report of the Review Committee Investigating the DPE

1. Purpose of the Report

Following the School's summer retreat in August 2014, it was decided to undertake a detailed review of key programs, including the Diploma in Public Policy & Program Evaluation (DPE). The Director requested that a committee comprising the program supervisor, Robert Shepherd, and two other committee members, Gene Swimmer and Jose Galdo, investigate in greater detail the findings of the External Review Committee which informed the larger university level Quality Assurance Review.

The principal aim of this review process was to understand the main findings of the external review, and identify ways to address these over the next few academic years. As such, this report highlights the committee's understanding of the main findings of the external review committee, describes the iterative changes to the program since its inception in 2006, identifies options to rectify identified challenges, and proposes recommendations on a way forward.

2. Mandate of the DPE Review Committee

In general terms, the DPE review committee understood its role as follows:

- To diagnose the current DPE demand and market;
- To examine the program format, structure, and delivery modes;
- To propose options for reform in those areas where improvements are required or necessary;
- To indicate reform considerations, and the risks associated with the options;
- To provide a timeline for proposed changes.

As such, early in the process it set out to address some key questions related to the external review committee's observations as these relate to the mandate of the DPE review committee. Ideally, the aim of this report is to provide some direction on the future course of the DPE. The review questions are:

- What are the program's key target market(s)? Are its objectives appropriate? That is, is the DPE intended to train evaluators for general understanding and practice, or is it intended to provide a more focused look at governmental practice?
- Should the DPE continue with its domestic focus, and train evaluators to work within the Canadian governmental context, or should it assume a more international and developmental evaluation focus, especially given our ties to IPDET? Can it continue in limited ways to accommodate both? What are the implications of diluting its governmental focus?
- How does the DPE structure its training? Should the program remain classroom based, or should it move to other ways of attracting students (e.g., online delivery)?
- Are there any management considerations for reform?

3. Background Information on the DPE Program

3.1 DPE Objectives

The objectives of the DPE program have remained fairly consistent since 2006. These are:

- To train evaluators in the methods and management of evaluations
- To understand where evaluation fits in the broader contexts of public policy, strategic management, and oversight
- To train potential new evaluators, and mid-career professionals across disciplines
- To learn about evaluation through hands-on experience with a real evaluation project
- To prepare students for the Credentialed Evaluator (CE) designation.

The DPE has sought to fill a gap in content unfilled by our regular MA and other programs. Program evaluation is a separate field of inquiry with its own language, approaches, and methodological tools – much like other fields of study. The difference between the DPE and other SPPA offerings is that it caters to mid-career professionals mainly who wish to make a jump to this specialized area of work, or wish to upgrade their skills in order to meet the requirements of the CE designation.

Most importantly, the DPE is a professional training program, the purpose of which is to prepare students for work in public sector evaluation mainly in Canada (although the skills are transferable to other sectors). As many of the program's students come from the government sector, course content emphasizes evaluation under the context and conditions of public sector applications. This does not imply that course content is solely focused on the federal government context, but as the dominant recipe for evaluation in Canada, federal practices are studied a great deal.

There are approximately 1,200 members of the Canadian Evaluation Society in Canada representing various public sectors including federal, provincial/territorial, municipal, academic, and third sector organizations linked to public funding. Of this number, approximately 600 CES members are federal evaluators making them the largest target audience for programs such as the DPE. However, in the past five years provincial/territorial governments have introduced program evaluation requirements into their accounting systems, suggesting that these could be potential new markets for the DPE.

3.2   Applications and Acceptances to the DPE

The DPE aims for 12-20 registered students per year given that hands-on mentoring is critical to program success. Many of the students in the DPE program already have a graduate degree, and are seeking professional designation. The annual statistics regarding applications, registrations and completions are found below.

Year	Applications	Registered	Completed
2007-08	22	18	18
2008-09	28	15	14
2009-10	35	18	17
2010-11	63	16	14
2011-12	55	22	18
2012-13	30	16	12
2013-14	27	14	14
2014-15	30	11	In-progress

Between 2006 and 2010, most applications to the program were from federal evaluators, or prospective evaluators who wished to work within the federal government system. For those academic years, the number of applications were consistent, and we were able to attract other applications, but with governmental evaluation remaining as the basis or core of our program. That is, we used federal evaluation as the main focus of instruction, but expanded on its basic context to accommodate other applicants who wished to understand evaluation as it was applied to third sector evaluation, consulting across sectors, or developmental evaluation in an international context.

With greater awareness of the DPE, the quality of applications has been increasing steadily. The calibre of accepted candidates has also dramatically improved since the program was introduced in 2006. In addition, a wider array of applications from various sectors has been noted, especially from international applicants. Some of this increase can be attributed to the IPDET program, however, a greater number of officials from embassies have been applying as the time period for study can be accommodated with the duration of appointments to those embassies (usually 3-4 years), and embassy staff are exempt from the foreign fee structure.

The proportion of applications from federal employees continues to remain high, generally around the 50 percent mark, followed by third sector employees at 30 percent needing evaluation training to deal with increasing provincial requirements for periodic evaluation. The remaining 20 percent of applications are from provincial/municipal officials, international students/officials, embassy staff, or management consultants. It is expected that with increasing reductions in federal staff in evaluation, that more individuals will be entering consulting and needing their CE designation. As the DPE is a recognized

input into the CE designation, it is expected that more individuals in this area will want advanced graduate training.

3.3   The DPE: 2006 Model (Original Orientation)

Approach and Structure

In 2006, the School of Public Policy and Administration introduced a Graduate Diploma in Public Policy and Program Evaluation (DPE). The demand at the time was to fill a need in evaluation training, particularly for federal officials. A six-course program comprising four required courses and two optional courses was put together to meet this demand at the same time that the University of Ottawa was rolling out its six-course certificate in education evaluation. Instead of the model built by the University of Ottawa where evaluation became a stream of study thereby allowing any student into these courses, SPPA built a separate diploma program with dedicated courses. The rationale was because diploma students pay higher tuition fees than the MA students, they should have access to dedicated courses. These courses could operate on a stand-alone basis, providing the essential elements required to conduct an evaluation project during the "capstone" course (also required). This was thought to provide students with some flexibility to complete their programs in a timely way, and also afford them the ability to take some courses from the regular MA when they were unable to do so when the designated D-section courses were offered. In this respect, it was expected that the diploma courses were comparable to those of the MA courses.

For purposes of tracking the various iterations of the DPE, the first three years of delivery of the program relied on the following required courses (two new required courses, and two modified methods courses from the Master's program):

- PADM5420D: Introduction to Program Evaluation (mainly a federal government focus);
- PADM5113D: Research Methods I (Qualitative Analysis)
- PADM5114D: Research Methods II (Quantitative Analysis)
- PADM5424D: Cases and Applications in Evaluation (Capstone)

Students were also able to select from a prescribed list of "optional" courses from the regular Master's program, or take two dedicated prescribed courses from within the diploma. The two highly recommended or prescribed courses were:

- PADM5215D: Benefit-Cost Analysis
- PADM5272D: Realist Evaluation Approaches

In addition to these courses, several other courses were prescribed in the Graduate Calendar and pre-approved by the School. Several options were linked to core MA courses including PADM5117: Public Management, and PADM5116: Public Policy Analysis. However, a lengthy list of other courses was available to students. The rule of thumb, however, was that the selection of optional courses was to be negotiated with the program supervisor. The default was that students were encouraged strongly to take the prescribed courses, before making other selections.

Sequencing of the courses was somewhat flexible under this approach, but program duration remained the same: 16 months. The rationale was that in order for the School to receive full-time BIUs, the program duration must be more than one academic year. This translated in lower tuition fees for students overall when spread out over four terms of study (i.e., fall, winter, spring/summer, fall).

The sequencing of courses was also prescribed, but essentially two paths of completion were explained to students:

- Fall (two courses full-time); winter (two-courses part-time); spring/summer (1 course part-time); fall (one course part-time). OR:
- Fall (two courses full-time); winter (one-course part-time); spring/summer (one or two courses part-time); fall (one or two courses part-time, but at least four courses must have been completed before taking the capstone, three of which must be the required courses).

Course Sequence

The sequence of the courses remained virtually unchanged between 2006 and 2010. The following provides the sequence of courses:

- Fall: PADM5420D (Required) and PADM5113D (Required)
- Winter: PADM5114D (Required) and PADM5472D (Option, or other approved optional course)
- Spring/Summer: PADM5215D (Option or approved optional course)
- Fall: PADM5424D (Required, Capstone)

The rationale of this sequence was dependent to a large extent on the preferences of individual faculty. The challenge under this sequencing was that as the evaluation project was introduced more formally earlier in the program, the combination of optional courses and courses to prepare students in a sequential approach to preparing evaluation designs was out of sequence. Much of the evaluation design was forced in the fall often in the absence of fully negotiated projects. In addition, the winter courses did not lend themselves to proper management of projects as most projects did not (and still do not) lend themselves to significant quantitative designs. As the second winter course was optional, there was no reasonable way to manage evaluation projects other than direct supervision by the program supervisor. Finally, specific emphasis on benefit-cost analysis in the spring term neglected attention to data gathering techniques when they were most needed.

Challenges Related to the Approach

There were a number of challenges with respect to this approach. First, although students were paying a premium rate for the program (generally 1.25 times the MA rate), there was no tangible difference between the DPE courses and the MA courses other than proceeding through the diploma as a cohort. Students indicated that this was not enough to justify the differential in tuition. Second, optional courses were primarily offered during the day, making course attendance difficult for employed DPE students. This often resulted in students having difficulty taking the courses in the intended sequence. That is, courses were structured to be delivered in an "executive format" or shorter durations of six-hours of class-time, where students met less frequently but over longer periods of time. However, obtaining permission from employers to take time for classes was often problematic. Third, there was an imbalance between theoretic courses and practically-focused ones. Students wanted to work on an actual evaluation, and were

often forced to compact a full evaluation study into one 12-week capstone course. In addition, the management of projects was difficult with optional courses in the sequence. It meant some students were disconnected from their project groups. Finally, the content of the courses did not provide the necessary tools to allow for the conduct of an actual evaluation project. The courses were "general research methods" related as opposed to "program evaluation research" related. Students complained they were ill-prepared for their capstone projects.

3.4   The Current Model
Amendments to the Approach

The current approach to the DPE is a result of several iterations of amendments since the 2010/11 academic year. These are summarized below:

- The DPE has been redesigned over time to better blend the theoretical and practical elements of program evaluation. Rather than a separate capstone course that incorporates a project into the program, the "practicum" has been incorporated directly into a sequence of courses, culminating in an annual conference for the presentation of findings each December. In essence, the capstone has been transformed.
- The sequencing of courses has been changed to better suit the application of a practicum directly into the course deliveries. Most importantly, optional courses have been eliminated from the program. These calendar changes were made in 2012/13.
- Some courses have been eliminated altogether and replaced, and others have undergone significant amendment to accommodate the incorporation of a practicum.
- Commencement of the practicum shifted from the first fall term to the winter term. This affords the program greater time to organize and negotiate the terms of projects.
- Moving the practicum to the winter also ensures that faculty members teaching in the first fall term are able to attend learning events to promote the program for the following academic year, and to organize the final presentations to clients for the outgoing cohort (recall that a new class begins in the first fall, as the last class completes its program).

In overall terms, rather than the practicum being undertaken solely during the final course of the program, it is now spread over twelve months beginning in the winter term. This means that students are able to work through the entire evaluative cycle by analyzing program theories and building an evaluation design, obtaining ethics clearance, and creating a data gathering strategy in the winter. This is followed by data gathering over the spring and summer, and then data analysis and report preparation in the last term of the program. Challenges remain with this approach, but in general, the program is working much more efficiently than the past. One critical challenge remains the spring/summer course. Students continue to struggle with taking Cost-Benefit Analysis in the spring/summer while at the same time generating a data gathering strategy, and actually gathering data while classes are ongoing.

A Revised Set of Courses and a New Sequence

To better reflect the inclusion of a practicum directly into the course of study, several courses were amended, and some eliminated. In particular, PADM5272D on realist methods was eliminated, and much of that content transferred to the introductory course, which provides students with an introduction to evaluation theory and design. Table 1 provides a snapshot of the current courses in the DPE, with a brief description of content covered in each.

The most significant amendments to the courses were made not simply to course content, but the assessments as well. With regard to amendments, the introductory and methods courses have been re-profiled to use program evaluation specific texts and readings. In addition, lectures now focus on program evaluation research methods rather than general social science research methods as is the case with the regular MA. This does pose some challenges for comparability between the DPE and MA. This concern is addressed in the options section of this report.

With respect to course assignments, the courses no longer operate as stand-alone deliveries. Rather, assessments in the introductory and methods courses in particular are aimed at supporting students in building the necessary tools needed for their practicum. For example, the basics of evaluation design are provided in the introductory course, followed by assignments that build on that design in the winter term related to their specific projects. Students are required to prepare a fully operational evaluation plan by the end of the winter term that includes a full assessment of the program they are evaluating. The evaluation design and qualitative research methods courses delivered in the winter each take responsibility for certain sections of the evaluation plan, and give assessments on these.

In overall terms, students are able to apply course materials and assessments directly to their practicum. As indicated, the courses are better equipped to prepare students for their evaluation projects, but they are not yet fully comprehensive as shown in Table 1.

Table 1: Courses Delivered in the DPE

Required Courses	
PADM5420D	Introduction to Policy and Program Evaluation
Exploring the field of evaluation, the Canadian context in evaluation, schools of thought, essentials of evaluation design including logic modeling, theories of change/action, and contribution/attribution constructs.	
PADM5113D	Qualitative Research Methods
Methods used in qualitative policy and evaluation research. Focus is placed on qualitative data gathering techniques, and the analysis of qualitative data.	
PADM5114D	Quantitative Research Methods
Descriptive statistics, probability theory and sampling distributions, hypothesis testing of quantitative and qualitative population parameters, and regression analysis.	
PADM5272D	Evaluation Designs
To gain practice in different types of evaluation designs for purposes of assisting with the conduct of assigned evaluation projects. Developmental, formative and summative evaluation designs informed by schools of thought in evaluation.	

PADM5215D	Benefit-Cost Analysis (Value-for-Money)
Benefit-cost analysis and its application to public-sector investment, pricing policy, discount rates, marginal cost and shadow pricing, and the handling of risk and uncertainty. This course picks up where quantitative methods leaves off.	
PADM5424D	Cases and Applications in Policy and Program Evaluation
This course assists students with analyzing their data collected over the summer, and organizing it into findings, conclusions and recommendations. It also examines emerging practice and methods in evaluation.	

The overall purpose of the DPE has shifted not only to train new evaluators - mid-career professionals in a governmental context - but to understand program evaluation across sectors and disciplines. This is accomplished within the required courses, as well as through hands-on experience with a real evaluation project. A key focus of the diploma is to understand data analysis, data manipulation, report writing, and presentation of results. The DPE is designed to prepare students for roles as evaluators and as managers of evaluation—whether in government, non-profit organizations or business. They learn not only the methodologies of evaluation but how to manage the evaluation process. They gain a better understanding of where evaluation fits in the broader contexts of public policy, strategic management and accountability and appreciate how to make more effective use of evaluation.

Revised Sequence of Courses

The sequence of the courses changed as of 2011/12. As mentioned, there are no longer any optional courses in the DPE. The following provides the sequence of courses:

- Fall: PADM5420D and PADM5114D
- Winter: PADM5113D and PADM5272D
- Spring/Summer: PADM5215D
- Fall: PADM5424D

The methods courses in particular were juxtaposed to follow a logical sequence that supports the evaluation projects. For example, the qualitative research methods and the evaluation design courses are now taught in the same semester, which is appropriate because the methods learned are similar and these courses can now share responsibility for managing student work on the evaluation projects. In addition, students told us that they preferred having the quantitative methods course taught in the fall in order to reduce the load on their time in the winter with the addition of a project.

3.5   DPE Approach to the Evaluation Projects

Identifying and Negotiating Projects

Between 2009 and 2013, projects were usually identified by the Program Supervisor. Potential clients would normally approach the supervisor with a project, who would compile a list for deliberation by DPE faculty late in the summer or early fall. Demand for projects was usually spread through word of mouth. This model worked well for several years as there is always an abundance of projects to carry out.

Faculty generally tried to balance projects between governmental, third sector, or university related. The number of projects varied according to the profile, interests and number of students in the program for any given year. Typically, three to four students are assigned to each project via self-selection.

The criteria for selection of a project are:

- Will the project hold the interest of the students and faculty?
- Does the project raise an interesting set of challenges?
- Is the project scope sufficient that it tests a variety of methods taught in the program?
- Is there a reasonable balance between developmental, formative and summative questions?
- Is the client easy to work with, and supportive of student learning?
- Will the client pay all reasonable expenses for conduct of the evaluation?

The responsibilities of the program to the project are:

- The program will ensure that the project is fully staffed with students for 12 months;
- The project will be closely monitored and supervised by faculty;
- The School will provide all reasonable support for the successful completion of the project;
- An annual learning event will be organized whereby students will be afforded the opportunity to present their findings to the client.

A key element in the negotiation and conduct of the projects is that the School will not accept payment (i.e., professional fees) for student work carried out on evaluation projects. The rationale is clear on this point: this is a learning exercise, not a consulting project. Instructors retain control over all scoping, design, and conduct. On occasion, this arrangement has caused some challenges, as clients believe they should have control over the work of the students. However, our experience has demonstrated that relinquishing control over the learning process causes more administrative challenges than benefits. Students believe they are caught in the middle of a dispute over which they have little voice. Under the current approach, students are clear that in the case of a dispute, they are to follow the instructions of their professors, and the Supervisor in particular.

Setting out the parameters of the arrangements with clients is through a memorandum of understanding that lays out all responsibilities, and provides an initial scoping of the project. Both the program supervisor and the client must sign this MOU before work can begin on the project.

As of academic year 2014/15, a call for proposals was circulated to potential clients and posted on the School's website. This process replaces the word-of-mouth approach and has already shown positive benefits. Clients realize this is a competitive process, and that only the best proposals will be considered. Deliberation over the choice of projects is carried out in late November, after an initial call in early September.

Typical Projects

Projects have varied widely over the seven years the DPE has been active. Several federal departments, third sector organizations, municipal offices, and university programs have sponsored projects. The following provides a partial list of projects:

- Canadian Food Inspection Agency: Feed Program
- Official Languages Commission: Language Audit Program
- Office of the Commissioner of Lobbying: Investigations Program
- Governor General's Office: Order of Canada Recognition Program
- Ottawa Public Library: Mobile Business Entrepreneurship Program
- Ongwanada Kingston: Dual Diagnosis Treatment Centre Program
- Champlain LHIN: Long-Term Seniors Respite Care Program
- Kitigan-Zibi First Nation: Funding Agreement Policy
- Barriere Lake First Nation: Remediation Policy
- City of Ottawa: Ethics Program
- City of Ottawa: Youth Crime Initiative Program
- UNICEF Burundi: Safe Water Project
- Trillium Foundation Ontario: Community Health Grants Program
- Queensway-Carleton Mental Health Centre: Safe People Program
- Citizens' Academy: Citizens' Academy Outreach Program
- Carleton University: Zelikovitz Centre: Developing Future Leaders Program
- Carleton University: Community Engagement Program

4. External Connections and Partnerships

4.1 The DPE and IPDET

The DPE connects students to a global network of professionals interested in evaluation through the International Program for Development Education Training (IPDET). Every summer, approximately 175 professionals from more than 60 countries come to Carleton to study developmental evaluation at IPDET, which is offered jointly with the Independent Evaluation Group of the World Bank. In 2006, an arrangement was negotiated with IPDET whereby students of that program could apply for advanced credit with the DPE for no more than three required courses (PADM5420D, PADM5113D, PADM5114D). Students from IPDET could follow a prescribed crosswalk of equivalent courses and workshops, and apply these courses to the DPE. DPE instructors would assign an equivalency test as a way to ensure that IPDET students had acquired the necessary learning concepts.

Since 2006, however, only a handful of IPDET students have applied for advanced credit with the DPE. Several challenges with this arrangement have become evident over the years, including:

- DPE is a residency based program and few international students can afford to move to Ottawa for 16 months.
- The tuition rates for international students are more than double those of domestic students. Even though IPDET students are able to apply for credit for up to three courses, tuition rates are still unaffordable for many potential applicants.
- There is a wide gap in course content between IPDET and the DPE. This means that students from IPDET find it very challenging to complete the assignments, and few of these have passed them. Since 2006, fewer than five IPDET students have completed the DPE.
- As the DPE is based on a specific sequence of courses, qualifying IPDET students find it very challenging to integrate into the academic cycle of the DPE. Because the practicum forms a large part of the grade in courses, IPDET students must be accommodated separately. This poses significant pedagogical difficulties for DPE faculty, specifically the Supervisor, who must build separate courses of study for IPDET students.
- The arrangement between IPDET and the DPE is not widely encouraged by either IPDET or the DPE, due to the high costs related to integrating IPDET students into the DPE, and the fact that the objectives of each of the programs is significantly different.

These challenges have led to a strained relationship between IPDET and the DPE. As of academic year 2014/15, the arrangement to transfer credit has been eliminated. Despite these challenges, however, there have been some benefits to the relationship, including:

- Some DPE instructors have been regular resources for IPDET courses and workshops;
- Various DPE resources have offered their time as mentors, sponsors of projects, volunteers, and guest lecturers at IPDET;
- Several DPE alumni have offered their time and talents to work with the IPDET program in various capacities;
- DPE students are regularly invited to special presentations and discussion fora, and several presentations are taped for use in the DPE.

In general terms, there is great potential to build on the benefits that IPDET offers the DPE and the university more broadly. For the moment, however, IPDET has been an untapped opportunity in many ways.

4.2   The DPE and the Canadian Evaluation Society

The DPE has worked closely with Canadian evaluation community's professional body, the Canadian Evaluation Society (CES). As one of only a handful of public policy oriented evaluation programs in the country, the DPE is called upon regularly to participate in various CES events and activities, including the Annual Learning Event with the National Capital Chapter of the CES each February, the CES annual conference held each June, and the CES Annual Case Competition held each February to June.

Each year the National Capital Chapter of the CES organizes a learning event for new professionals in evaluation. The event is usually 3 days in length consisting of seminars, panel discussions, workshops, and mentoring activities. DPE instructors are called upon regularly to give presentations and workshops. It is also an opportunity for the DPE to advertise its program, and has done so for the past five years. Typically the DPE supervisor and/or students staff the table. In many respects, this is the DPE's most effective marketing opportunity as many of the participants at this event are locally based.

The CES annual conference is the largest single event in the evaluation calendar in Canada. The conference takes place over 3.5 days each June, and it is regularly attended by several DPE instructors and students. Again, the DPE regularly participates on panels, workshops and mentoring initiatives. Again, it is also a key source of potential applicants to the program. This year (2014), the conference was held in Ottawa at the National Conference Centre, and attracted almost 1,000 people. The DPE supervisor was a member of the national organizing committee and was responsible for student participation from all graduate level evaluation programs across the country. The DPE sponsored a table at the event and distributed over 800 pieces of information including booklets, pamphlets, pens and brochures.

The CES Annual Case Competition is held in two rounds between February and June. Each year the DPE sends at least one or two teams to participate in the preliminary round. Since the program was initiated in 2006, DPE students have made it to the final round, consisting of three teams, twice. Each time our team finished second. Students look forward to participating in the case competition as it is not only a competition that introduces students to practitioners, but because the preparation for the case competition is regarded as learning vehicle. Most evaluation programs in the country participate with the average of 30-35 teams entered annually into the preliminary round.

Aside from these formal events, the DPE draws on CES members regularly as guest speakers, and course teaching resources (e.g., Heather Buchanan, Wendy Porteous, Bessa Whitmore, Steve Montague, Karen Ginsberg). They also offer their services as liaisons between their organizations and students. These individuals are a critical resource, and contribute to the successes of the program.

4.3   DPE and the Performance and Planning Exchange (PPX)

The PPX is a local non-profit organization that provides training products for new, mid-career and experienced auditors, evaluators, and other individuals working with content such as risk, performance measurement, oversight, and results-based management. Robert Shepherd is currently the "academic" board member on PPX, serving a two-year renewable term.

The PPX organizes an annual learning symposium each April over three days (one day for training courses, two for the learning event). It provides bursaries to students who wish to present their work to the symposium. This year was the first year for this bursary, and several DPE students participated alongside students from École Nationale D'Administration Publique (ENAP) and the University of Ottawa. The symposium is also a source of potential applicants, and each year the DPE sponsors a table to market the program.

In addition to the symposium, the PPX organizes several workshops every few months. These workshops are typically three hours in length on a current subject in the area of audit, evaluation, or RBM. For the first time last year, the DPE participated actively as a workshop sponsor and DPE students were asked to attend and contribute their experience and learning. This year, DPE students will participate in this workshop, which grades federal performance reports and takes place in early December. They will be graded on their participation and on the completion of a written assignment assessing one department's performance report.

4.4   DPE and the Consortium of Educators for Evaluation Education (CUEE)The Consortium of Educators for Evaluation Education was constituted in 2010 (at Carleton by the way) to bring together all graduate programs teaching evaluation across several disciplines. Its purpose is four-fold:

- To build common content for graduate programming in evaluation;
- To create a pool of scholars for research on evaluation;
- To support student learning opportunities for evaluation; and,
- To provide professional development training for public sector bodies.

Carleton University's DPE was one of the founding members of the CUEE, and Robert Shepherd was the first Chairperson, remaining in that position for two two-year terms. His tenure as chair ended in October 2014 (although he remains chair pro tempore). The DPE has been a regular advocate for the CUEE, and is a consistent participant in its activities. There are currently 18 member institutions in the CUEE and include representation from public policy programs as well as psychology, education, sciences, social sciences and other departments. Carleton University is represented by SPPA (Robert Shepherd), and the Psychology department (Bernadette Campbell).

This past year, the CUEE organized student panels of the best graduate work in program evaluation for the CES annual conference, and the PPX symposium. DPE students were represented at each event for their work on actual evaluation projects.

With respect to professional development work, SPPA and UVic's Certificate in Evaluation have collaborated to build a certificate program for the Government of the Northwest Territories. The first of four courses will be offered online beginning in January 2015. SPPA is responsible directly for the design and delivery of two courses (the introductory and capstone courses). UVic is responsible for delivering two methods courses. The program will be completed in April 2016. The experience this certificate provides will be used to support future iterations of the DPE, and other learning products for the CUEE.

With respect to research opportunities, several arrangements for research have been built between evaluation scholars in the CUEE. In addition, PhD students are provided with an expanded network of scholars with whom to collaborate. For example, Robert Shepherd is currently supporting three PhD candidates across three universities (outside regular duties at Carleton). The CUEE is attempting to create and build Canadian scholarship in evaluation research, and working with PhD candidates across disciplines helps to support this aim. These relationships also support active classroom teaching. For example, one PhD candidate appeared as a guest lecturer in the DPE final course this fall. Access to emerging research in a Canadian context is a valuable contribution to our program's relevance.

Aside from these main partnerships, the DPE works closely with other conferences and events within and outside the field of evaluation, including the American Evaluation Association (AEA), International Research Society in Public Management (IRSPM), European Evaluation Society (EEA), Canadian Association of Programs in Public Administration (CAPPA), and the Cross-Atlantic Dialogue on Public Management.

5. DPE Review Committee Considerations for Reform

As indicted in section 2 of the report, the DPE review committee addressed the following questions in its review of the program. These have been listed again here as they informed our considerations for reform options, which we will address in section 6 to this report. This section will provide our thinking on each of these questions as they informed our selection of options.

- Who is the program's critical target market? Are its objectives appropriate? That is, is the DPE intended to train evaluators for general understanding and practice, or a more focused look at governmental practice?
- Should the DPE continue with its domestic focus, and train evaluators to work within the Canadian governmental context, or should it assume a more international and developmental evaluation focus especially given our ties to IPDET? Can it continue in limited ways to accommodate both? What are the implications of diluting its governmental focus?
- How does the DPE structure its training? Should the program remain classroom based, or should it move to other ways of attracting students (e.g., online delivery)?
- Are there any management considerations for reform?

5.1   DPE Objectives and Target Market
The main problem facing the DPE is accessing demand in growth areas outside the Ottawa area

As indicated, the DPE objectives were thought to be appropriate as stated. The program operates within the aegis of a school of public policy and public administration. As such, the committee believes that it is quite appropriate that students should learn about policy and program evaluation within the context and conditions of the public sector. However, the committee strongly believes that the program is facing significant challenges related to increasing demand in a time of public sector austerity, particularly at the federal level. The DPE remains highly Ottawa-centric, and is therefore highly dependent on recruiting students from within the federal government.

Between 2006 and 2010 especially, many of the program's applicants were federal public servants. Departments would fund their employees to take this training in order to fill coveted positions in evaluation units. Since 2010, federal evaluation positions have dwindled markedly. More importantly, funding available to train new evaluation staff has been significantly cut back. At present, most departments are allocated $500/year per employee for training. As little can be done with this amount of funding, branch heads have been forced to pool funding and allocate these to particular individuals.

At the same time, the options available for program evaluation training outside universities have increased. As funds have dwindled for federal evaluator training, the preferred option for employees and management has been to take short, non-credit courses from various suppliers rather than invest in longer term university based training. The Canadian Evaluation Society, for example, runs its "Essential Skills" series program at the introductory level three to four times annually in the National Capital Region. This is a four-day program that covers basic concepts in evaluation, and provides guidance on evaluation design. CES has recently announced several new "intermediate" workshops which will span 1-3 days. Various topics, including report writing, data analysis, contribution analysis, risk management, and performance indicator development, are now part of the short course offerings. In essence, the CES has responded to the way the federal government is spending: short, lower cost programs offered several times over the course of the year.

The DPE must cling to its target market as short term training opportunities increase

In addition to these offerings, several consulting firms and small non-profit entities around Ottawa also offer short courses. The Evaluation Institute (TEI) based out of George Washington University offers prepared modules in evaluation and performance measurement on a rotating basis; Ottawa is included on the circuit of course offerings at least once annually. Classes tend to be large, and expensive, but the courses are conducted over 3-5 days by retired faculty or practitioners from the US.

In essence, the competition in this area has been growing exponentially. It is curious that so many options are available as demand in Ottawa has remained steady or shown a decline (if one includes all demand). The challenge appears to be that the DPE must position itself as an affordable, longer program that provides valuable certification and better training than the shorter options. As mentioned earlier, the current cost of the program is approximately $10,000. Most employers are unable to absorb this cost, meaning potential applicants are turning to other options to fill in gaps in their knowledge. The problem with this strategy is obvious: learning about any field using a buffet of available short term options to fill what one perceives as knowledge gaps is likely to lead to a much weaker field overall, not stronger. These short term options serve best to support a strong training base, not replace it.

The DPE must remain faithful to supporting Canadian evaluators first

With respect to focus of the program, the DPE review committee strongly believes that the program must remain faithful to its original mission: to support training for Canadian evaluators. As SPPA's general mission is to prepare students for work in the Canadian public sector, it is appropriate that the DPE must follow this orientation. Despite federal cutbacks, there is still a growing demand for program evaluation in Canada, particularly from the provincial and municipal public sector. As long as Canadian demand remains high, there is little rationale to alter the program focus. The question for the committee, however, was whether to continue to target the Ottawa market, or to branch out to attract applicants from outside the region. If it is the latter, then alternative delivery vehicles must be considered to allow student participation from a distance.

With respect to the program's focus on governmental practice, the review committee was equally clear. As a school of public policy and administration, it was thought that program evaluation ought to be taught with a primary focus on government relevance, broadly defined. This is not to be confused with "federal government" practice. In fact, the DPE has long abandoned course content that focuses exclusively on

federal government evaluation practice. Students in the program are trained to think about program evaluation within the context of public policies, public sector management and structures, accountability and learning orientations, and the role of performance measurement and risk as these relate to informing effective public program evaluation. The committee supports the view that what makes this program unique relative to other programs in universities across the country is its public sector focus. It prepares students to work in public organizations using methods and practice that are relevant to this context including theory-based evaluation, utilization-focused evaluation, summative approaches that take advantage of public databases, and formative evaluations that require knowledge of public sector organizations. If the DPE were to abandon this focus, it would look and feel like any other general knowledge program taught online or in the classroom by a variety of service providers.

This is not to say that the program should not be comparative, or draw on the experiences of other sectors. Indeed, the DPE regularly uses literature, reports, and guest speakers from several sectors, drawing on their experiences and practice. However, the objective is always to inform Canadian public sector practice. The DPE provides students with a "well-stocked toolkit" of approaches and practice to inform their work in a Canadian public sector context. In our view, this is appropriate.

There are growth areas in the market for evaluation training, but these are found outside Ottawa

Currently, several provincial governments including Ontario, Quebec, Newfoundland, Alberta, and Saskatchewan are either actively experimenting with centralized evaluation functions or have increased their use of evaluation to inform budgetary decision-making. The Northwest Territories, more than any other jurisdiction, has invested greatly in program evaluation training and practice. In our view, the DPE must be equipped to tap into these burgeoning markets. To rely so exclusively on the federal government would be folly at a time when evaluation is diminishing in value in that jurisdiction.

5.2   International versus Domestic Focus

The DPE must remain domestically focused

The DPE Review Committee considered this question extensively, and came to the conclusion that the program should remain faithful to its domestic focus. There are several programs that are operating which take an international focus including ostensibly the IPDET program sponsored by the World Bank. In addition, there are several university programs, including those at George Washington University (US) and at University of Sydney (Australia), which fill a gap in this market. In contrast, there are few credentialed programs in Canada that provide program evaluation training with a public sector focus.

Although there are several members of the CUEE that have instituted courses in program evaluation, only three universities in Canada provide programs in public program evaluation training: University of Victoria's School of Public Administration (4-course certificate); ENAP's Certificate in Program Evaluation (6-course certificate – in French only); and, ourselves. One may argue that the University of Ottawa's Education Faculty also serves this market, but the point is that there are very few programs that exist. There are few faculty members who specialize in research on evaluation as a primary research areas. The UVic program is under the direction of Prof. James McDavid, and he is intending to retire in

July 2016. This leaves the future of that certificate in question at this point in time. As the only other major English language program in Canada, there remain opportunities to serve the Canadian market.

If the DPE were to broaden its market targeting beyond the Canadian public sector, it could lose the public administration focus it currently enjoys. That is, our niche in the Canadian market is that we are known for "governmental evaluation training." Our only other major competitors are UVic and ENAP (French language delivery), although UOttawa is moving into this area increasingly. Other entrants include the University of Saskatchewan, and there is a great deal of interest being expressed by UofT from its School of Public Policy. Currently, our program benefits from a strong brand as being highly connected with government, and taking an "instruments" and "theory-based" approach to evaluation. This competitive advantage may be lost if it becomes another generalist or international program in "evaluation."

5.3   Delivery Vehicles

Ultimately, the DPE must attract the growing cadre of evaluators outside Ottawa, through distance learning

The DPE review committee spent a great deal of time on the issue of delivery vehicles. Decisions to alter the status quo regarding a primarily classroom-based delivery model is linked to issues related to the strength of the Ottawa-based market, the need to expand into other markets, and the willingness and capacity of DPE instructors to delivery their courses in other formats.

The strength of the Ottawa market has been addressed in other parts of this report, noting that it is highly contingent on the availability of training funds for federal public servants. Given that 2015 is an election year, it is highly unlikely that the amount of funding available to evaluation units for training will increase any time soon.

The program could remain classroom based and Ottawa focused, but it would risk straying from its target market – governmental evaluators

To be clear, the program has always achieved its target of 12-20 students per year, usually on the lower end of that scale. As indicated, approximately half of all applicants come from federal departments. This number has been decreasing in recent years due to federal budget cuts. Although the DPE continues to attract very good federal applicants, it cannot assume that this will continue. The remaining 50 percent of applications come from international applicants linked to embassies or IPDET, provincial and municipal officials, non-profits, and consultants, which in some ways moves the mix of students away from its core mandate. If the DPE is to rely more heavily on these applications from these groups, the overall applicant mix may be affected despite opportunities to increase demand for the program.

In essence, the decision on whether to broaden our target audience to include non-governmental applicants will rest on whether the DPE should provide a general public sector focus or should specialize in the Canadian government context. As the program target market moves away from its base, its content will have to be relevant to those it accepts as students. An argument can certainly be made to tap into

local markets that we have not traditionally targeted, and this could increase overall applications and students, but it could come at the cost of relevance to our traditional base. If the program wishes to expand locally, then there may be no need to alter the current classroom delivery model. However, if it wishes to remain focused on serving the Canadian public sector, we may have to consider other delivery models that will enable DPE to expand its reach beyond Ottawa.

The capacity of our core DPE full-time faculty is high, but willingness to invest in other delivery models may be low

With respect to the willingness and capacity of the core DPE instructors, there are some who are reluctant to participate in other delivery approaches such as online courses. There are others, however, who would be willing to do so. The committee believes that this consideration should be secondary to the question of defining our target markets. If the program cannot maintain its numbers and appeal to potential applicants, faculty willingness to participate will be largely irrelevant, as the program will likely disappear or be folded into the regular MA.

The more relevant question is the capacity of faculty to deliver courses in other ways. Several of our programs – specifically, the Masters in Philanthropy and Nonprofit Leadership, and the new Diploma in Indigenous Policy and Administration – feature online delivery to reach a national audience. The School is already facing this choice head on. That said, building online courses is not financially neutral. There are costs in time, effort, and resources. At present, the DPE introductory course is being reconfigured to an online format as part of the GNWT Certificate initiative. Recall that the Certificate will also include two methods courses and a final course, all delivered online. This means that we will potentially have access to four courses that have been developed for online delivery. This leaves only two other courses left to build – not a bad start!

6.4   Management Considerations for Reform

The DPE review committee raised several important considerations for reform with respect to management of the program. It was discussed that the workload placed on supervisor must be reduced if possible in any reform option.

Program management resides with the Supervisor

At present, management of the DPE rests almost entirely on the supervisor and the Graduate Administrator. This is not to suggest that the program has been ill-served or that the quality of service has been low or inconsistent, it simply means that the supervisor must assume much of the clerical work, and special events effort not expected of other program supervisors.

Responsibility for Student Practicums also resides ultimately with the Supervisor

The most significant management responsibility is that of supervising evaluation projects. The greatest draw for students to the program is the practicum, but there is no efficient mechanism for managing the progress of projects and supervising students throughout the program. The responsibility of projects transcends individual courses. Student projects are initiated in January of each year, and are completed in

December. Students will complete four of six courses over this period with several faculty members assisting with different aspects of them. However, it usually falls to the supervisor to ensure that the overall mentorship and quality control elements are carried out. It further stands to reason that if the program is encouraged to grow, it means that more projects will be needed to accommodate more students. This will clearly affect not only faculty workload, but will be an additional drain on the supervisor's time. In this respect, if the practicum is to be maintained, a cap will have to be placed on the number of students permitted to enter the program, and an alternative strategy devised to manage the additional projects.

The program is highly dependent on contract instructors

An important challenge and consideration in the management of the program and the projects is that four of six faculty members are sessional employees. Although they are committed to offering sound courses, it is understandable that their commitment to the program overall would not be as high as regular faculty. Placing additional responsibilities on their time for managing projects has always been a challenge especially when considering they are only paid a stipend for their teaching responsibilities. They argue that once their course is completed, the responsibility for the program and projects falls by default to the supervisor – and this is an understandable position to take. Any reform option will have to consider a strategy to obtain, manage and supervise student evaluation projects.

Regular help is needed to support the supervisor in key areas of program management

There are some critical areas of support needed to support the supervisor, which should be considered in any reform option (understanding that this may alter the break-even point of the DPE):

- Managing student communications regarding student projects;
- Planning and organizing critical program events for courses, and outside course times (e.g., panel discussions, learning events, workshops, end-of-year learning event);
- Obtaining and assisting with negotiating new projects for students;
- Planning and attending key non-program learning events to market the DPE (e.g., CES national conference, PPX symposium, annual CES learning event, case study competitions, AEA annual conference, etc.;
- Creating and maintaining a regular marketing plan, including creating ads for magazines, etc.;
- Supporting the establishment and maintenance of a program website containing student project reports, etc.;
- Supporting a research portal for the DPE that includes the wider evaluation community.

Some of these tasks have been carried out by the supervisor, while other critical elements, such as marketing, have been carried out on the side of the supervisor's desk. The current approach to marketing has been spotty at best – the fact is that the supervisor or designate attends many events at their own expense to market the program.

The Fee Structure for the DPE presents some limitations for reform.

As implied in other sections of this report, the DPE uses a fee structure that most closely aligns with a "type 3" diploma whereby the program is considered "stand alone." This means that separate courses are built for the diploma, under a separate management structure as described. It also means that admitting non-DPE students to its courses is not usually permitted without the approval of the program Supervisor, and Graduate Administrator. Unlike the IPA, which is a "type 2" diploma, students from any of SPPA's, and the larger university community (space permitting) may take those courses as part of their core program. The status of the DPE limits integration of its courses with other SPPA programs, as it is regarded as a separate revenue stream.

6. Options for Reform

The committee considered several options for reform along two principal lines: content and delivery. Each of these lines for reform was considered as they related to the principal objective of our reform effort: expanding our target markets. That said, the committee was also concerned about improving the program to make it more attractive. In this respect, we attempted to ensure the following considerations were addressed in our options:

- Maintaining program coherence: sticking to governmental evaluation as the primary focus;
- Possibly improving flexibility in the sequencing of the program;
- Providing for the possibility that other contexts of evaluation be considered in the diploma (e.g., Indigenous, development, regulatory, or field-specific);
- Adjusting duration of the program (from the current 16 months to a shorter timeframe);
- That ideas for distance learning could be accommodated in some way; and,
- Workload of the supervisor is reduced, or that dependence on individual faculty including the supervisor is limited.

In considering our options, the committee examined four broad approaches:

a) Maintaining the status quo: both delivery and content – a wait and see approach;
b) Amend the Classroom Model: adjustments to content, and increase program flexibility;
c) Move to Online Delivery: adjustments to content, and consider online and possibly hybrid delivery approaches;
d) Fold the DPE into the Regular MA Program

Each of these four options is described briefly.

6.1   Option 1: Status Quo

As the option implies, the program would be maintained in its current form. In summary, the option would appear as follows:

- The DPE continues to rely on a classroom-based delivery model;
- The program follows a six-course approach that mirrors that of a typical evaluation project life cycle: understand program theory and evaluation options (introductory course); consider evaluation designs and plans for implementation (two methods courses and cost-benefit analysis course, and evaluation design course); data gathering (summer term); and, data analysis and report writing (final integration course);
- Little adjustment to course content;
- No calendar changes would be required to approach, eligibility criteria, or courses;
- Perhaps some adjustment to marketing strategy.

Assessment

This is principally a "wait-and-see" approach that anticipates the Ottawa market for evaluation training will improve over the short term. This is not entirely unreasonable given that several federal departmental evaluation units are struggling to find qualified people, even as evaluation positions disappear due to staffing cuts. Evaluation units have not been immune to staffing reductions, and in some cases have not been seen to be safe havens from cuts. That said, according to a recent Treasury Board Secretariat study on staffing in departmental evaluation units, more than 50 percent of staff possess less than 5 years' experience working with evaluation projects. Eventually, training will have to become a priority once again, and local training programs including the DPE may very well be overwhelmed with applications from federal departments.

This option would see some marginal adjustments to course content, but duration will remain unaltered. There may be a possibility that, should demand improve and the number of qualified students admitted into the program increase, an administrative support position could be created.

The limitations of this option are many. First, the option does not directly address the question of target market coherence unless measures are taken to better filter applications. Recent experience suggests that this may be difficult, given the limited number of qualified candidates applying to DPE in recent years. While there has been some improvement in the last two academic years with respect to the overall quality of applications, this can be attributed to the fact the program is better known. It cannot be assumed that the trend will continue without some concerted efforts to improve demand in our current target market. In addition, although the number of applications has remained fairly consistent, we have observed greater divergence between strong and weak applications, particularly as the number of foreign applications increases. This suggests that the number of qualified applications from the local target market of governmental applicants has actually been decreasing.

The more important limitation of this option is that it ignores growth areas in evaluation. As indicated, while there is a possibility that the local federal market *may* improve, it is a fact that provincial, territorial, and municipal markets for evaluation *are* growing right now. The Status Quo option may appear reasonable in the very short term, but it is questionable whether it should be embraced as a medium or long term strategy.

6.2   Option 2: Amend the Classroom Model for Content and Delivery

The principal aim of this option is to improve the flexibility of the DPE program, and to address program coherence directly. There are some assumptions regarding this option that should be spelled out in advance of its description:

- The DPE is a self-contained program – it should not be tied to MA comparability in courses;
- Evaluation as research is not the same as social science research (it is a branch to be sure, but its aims are quite different – evaluation must make value judgments on the merit and worth of programs: social science research aims to be neutral);
- The DPE diploma should not be tied to other diplomas or programs in the School.

The essential features of this option are:

- The program remains a classroom-based program primarily, although there may be possibility for long-distance learning objects added to the curriculum;
- Required courses would stand alone from the practicum;
- Optional course(s) would be re-introduced into the program;
- All D-Section (DPE courses) would be re-numbered, and changed in the Graduate Calendar;
- Faculty from other programs could be called upon to teach required courses in the DPE as part of their loads in order to take better advantage of skills in evaluation across the School.

To be specific, the DPE would be reconstituted as a stand-alone program within the School and built as a world-class program in evaluation. It would better draw on the wider evaluation community in the creation and delivery of courses, and would better integrate with the local Ottawa evaluation community.

The practicum (students working on an actual evaluation project) would be separated from the four theory courses (including the one optional course) and placed into two dedicated courses for this purpose. The program would be constituted as five required courses, and one optional course, with two of the required courses set aside specifically as a practicum. As such, sequencing of the program would be significantly adjusted. The following shows a sequence of study maintaining the classroom delivery method, but re-numbering the courses:

a) Fall: PADM5x10 – Introduction to Policy and Program Evaluation (Required)
PADM5x20 – Quantitative Evaluation Research Methods (Required)

b) Winter: PADM5x30 – Qualitative Evaluation Research Methods (Required)
PADMxxxx – Optional course that qualifies for the DPE (Optional)

c) Spring: PADM5x40 – Evaluation Designs and Planning (Required Practicum)
d) Fall: PADM5x50 – Evaluation Conduct, Analysis and Reporting (Required Practicum)

This option would require some adjustment to existing D-section courses in the DPE. Some critical adjustments would include the following:

Current PADM5420D (PADM5x10): Introduction to Policy and Program Evaluation

The introductory course would maintain significant portions of the existing course related to program theory and evaluation theory, and present these in the first six weeks of the course. The second six weeks of the course would blend existing modules of the introductory course with some modules from the Evaluation Design course currently taught in the winter (PADM5272D). Specifically, the basics of evaluation design would be presented, leaving more time for students to learn data gathering techniques in their winter and summer courses.

Current PADM5113D (Qualitative Research Methods) and PADM 5114D (Quantitative Research Methods)

Each of these courses would be renumbered, and their content requirements would be disconnected from the regular MA methods courses. In essence, the courses have already done this, recognizing the differences in DPE student needs and the differences in approaches used. We would simply be formalizing these arrangements in this option. These courses would be better connected to the introductory course where schools of thought in evaluation are presented, and the epistemology of evidence would be better tied to the methods being taught. In essence, the course content for each of these courses would better align with the evaluation literature, and the content from the introductory course.

An Optional Course would be introduced in the Winter Term

The optional course replaces the current required Cost-Benefit Analysis course in the program offered during the spring term. Not all projects require a cost-benefit application. Several students who have gone through the DPE explain that rather than an added approaches course, they would have preferred a "contextual" course that examines program evaluation from a third sector, indigenous, or field specific lens. The cost-benefit course would remain as an option for the DPE, but there would be no need for a dedicated DPE section of this course.

Possible optional courses to be considered for the DPE include:

PADM5215: Cost-Benefit Analysis
PADM5218: Analysis of Socio-Economic Data
PADM5816: Program Evaluation in Developing Countries

PADM5715 Policy Research and Evaluation for Indgenous Policy and Administration (Link to IPA online program)
PANL5007 Policy and Program Evaluation (Link to MPNL online program)
Other courses to be identified.

DPE Practicum

The two practicum courses would be introduced at a point in the program when students would be better prepared to assume that responsibility. The qualitative methods course delivered over the winter term would still assume responsibility for preparing students for ethics clearance, which means that attention to some elements of project design would have to be considered then. However, between preparation in the introductory course and the qualitative methods course, students should be prepared to begin their practicum in the spring.

In terms of project selection and support, the DPE faculty could either identify projects in advance of the practicum courses, or students could be afforded the option of identifying their own projects as a prerequisite to beginning the practicum.

PADM5x40: Evaluation Designs and Planning, would focus on identifying the appropriate evaluation models and designs that align with each of the projects, and the course would begin to prepare students to develop a planning report (i.e., inception report) that would be negotiated with the client. In addition, additional hands-on training would be provided on specific data gathering techniques that would be applicable to each of the projects. This course brings into alignment project planning and the initial stages of data gathering that is missing from the current model. This course would still be offered in condensed format over the spring term, giving students the time to gather data over the summer. In essence, the structure of the course, and by definition the program, will change, but not its focus.

PADM5x50: Evaluation Conduct, Analysis and Reporting, would focus on data analysis techniques, identifying findings, and reporting. The current integration course (PADM5424D) currently does much of this, but assumes that students will come to the course with data. By introducing PADM5x40, this assumption would be addressed as students would be expected as part of their course to begin gathering data. In addition to integrating learning to this point, students would continue to learn about emerging trends in evaluation theory and practice.

Assessment

This option, like the status quo option, still relies on the assumption that the local market will improve. As course content and sequencing is more flexible and better aligned with the practicum, the program may become more attractive to potential applicants. Cost of the program would remain the same, however. Many of the observations regarding this assumption have been addressed in the previous option.

In terms of program coherence, flexibility and duration, some adjustments to these criteria may be observed, especially with respect to program flexibility. There would be no adjustment to duration. Program coherence would remain a concern if the trend to fewer government applicants continues.

With respect to sequencing, under the current model of the DPE, if a student decides to drop a course, or take a term off from study, they cannot pick up in the next term where they left off. As the practicum currently forms an integral part of the courses, they would be disadvantaged in completing this requirement. In addition, it would be unfair to those students who did follow the sequencing and have completed significant project work to that point. As a result, the only recourse for students under the current model is to wait for almost a full year in order to re-engage with the program at an appropriate point. To date, only one student has had to move through the program in this way. Although it has not been a serious problem, program flexibility is low under the current model.

Program sequencing under this option would be more efficient and the amount of work involved with ensuring students are prepared to assume responsibility for a project would be reduced, or to better state the matter: would be more concentrated as a task within the two courses dedicated for this purpose. Another advantage to this option would be that the DPE will become better aligned with other diplomas and certificates in public administration and public policy schools, including that of the University of Victoria's Certificate in Program Evaluation.

The UVic certificate is a four-course program that does not include a practicum as a feature of the program. However, their four courses combined with the DPE's required courses under this option would allow students to take courses in either program. As stand-alone courses, this would be entirely feasible, and this option would be consistent with the goals of the Consortium of Educators for Evaluation Education (CUEE). This advantage could be discussed at length in this report, but suffice it to say that the DPE would have the advantage of offering a practicum that UVic students may wish to use as an add-on to their program. Likewise, our students may see an optional course possibility in the UVic certificate. It is unlikely that we would allow our students to replace required courses, but taking optional courses should be more than reasonable.

In terms of workload for the DPE supervisor, managing projects would be restricted specifically to two courses versus the current model of four courses. Faculty would manage their own courses as stand-alone offerings, but with the coordinated goal of preparing students for their practicum. Coordination of content would be required, but administrative time each term should be reduced. To further assist with time requirements, it would be recommended that the DPE supervisor assume responsibility for one or both of the practicum courses, further reducing "over-and-above" management time.

6.3   Option 3: Online Delivery of the DPE
This option appears quite similar to that of Option 2, which can be described as follows:

- The program becomes an online program, although there may be possibility for in-class learning components to be added to the curriculum (i.e., hybrid delivery);
- The practicum elements of the program would be removed from required courses;
- Optional course(s) would be re-introduced into the program;
- Required courses would stand alone from the practicum;
- All D-Section (DPE courses) would be re-numbered, and changed in the Graduate Calendar;
- The program would better tie in with other programs offered in the School by recognizing optional courses;

- Faculty from other programs could be called upon to teach required courses in the DPE as part of their loads in order to take better advantage of skills in evaluation across the School.

The essential difference between this option and Option 2 is that the program would be primarily delivered online. One major difference to the content would be that if a practicum is to be maintained, students would have to come to the program with a project in mind. This implies that in order for the DPE to manage the workload of individual projects, scoping would be essential, and the requirements for the practicum clearly spelled out. One way to deal with the workload of the practicum would be to use some funding to pay a cadre of program "fellows" to supervise individual projects.

Some investment would be required to build the online versions of the DPE courses. This could be piggybacked on the work currently underway to build the GNWT certificate program with UVic. The four courses that are being built as part of this initiative mirror almost precisely the content needed for the revised DPE. These courses are:

- Introduction to Policy and Program Evaluation (builds the content for the PADM5x10 course);
- Qualitative Research Methods in Evaluation (based on the current UVic course);
- Quantitative Research Methods in Evaluation (has to be built, but would be based roughly on PADM5114D course, and the current UVic course); and,
- Integration course in Evaluation (based on the current DPE integration course).

This leaves two courses to be built: i) Optional course: several courses in the School, especially those in the MPNL and IPA will be built for online delivery, and could be used as the optional course for the DPE; and, ii) the Evaluation Designs and Planning course (first course of the practicum), which would have to be built under either Option 2 or Option 3.

Therefore, much of the investment is already being made over the next 18 months. The online introductory course for the GNWT certificate will be given in the winter term of 2015, and taught by Robert Shepherd (on sabbatical in winter 2015). Course content was built in the fall 2014.

Hybrid Options

There are several permutations and combinations of options possible for both Options 2 and 3. Not all classroom courses have to be delivered in the classroom. Some course learning objects can be given in online format. The same is true of the online option: classroom based learning objects can also be integrated into the program. Both delivery vehicles have their merits, as we are learning with both the MPNL and IPA programs.

Assessment

With respect to program coherence, it is necessary to be absolutely clear on the intended target market prior to development of an online program. As content is built in advance of the course delivery, it is critical that decisions of target market are made well in advance of any course planning. In this respect, online delivery removes some flexibility for dealing with applicants with varying interests.

With respect to program duration, there may be options to reduce the length of the program. However, the cost of the program would have to be considered. Under the current model, the DPE takes advantage of

full-time BIUs by requiring four terms of study. If the program were to be shortened to a year or less, tuition rates could increase. Learning from other online programs elsewhere, it may be possible to negotiate a separate tuition rate, but this would have to be investigated.

In terms of the number of students admitted to an online program, this is highly dependent on whether a practicum will be required. If a practicum is required, it is advisable to limit the number of students to allow for reasonable feedback and monitoring of student projects. If a practicum is not required, and the program becomes course-based, a higher cap may be possible, but is unlikely to exceed 20-25 students, depending on the nature of the course assessments.

With respect to sequencing, some sequencing is still desirable. For example, all students should be expected to at least take the introductory course before all other courses as it sets the foundation for the program. The only other sequencing consideration would be the requirement that all students must have the introductory course, and two methods courses completed before they can take the practicum. As this is an online program, students may take courses at their convenience and complete them at their convenience without any risk of falling behind. The program becomes individually focused rather than relying on group based assessments as in the current model. Flexibility becomes the defining feature in this respect. However, courses will continue to be offered in a sequence with assigned instructors as per a regular course load. That said, students may elect to extend their studies over a few years instead of one as is currently the case. The program would have to be clear on prerequisites for advancing through the DPE.

Finally, with respect to supervisor workload, once courses are built and operating, the amount of work to manage the program itself should be reduced to some degree. Content would have to be updated in courses periodically, but the program should proceed without much intervention from the supervisor aside from dealing with student inquiries on program requirements, and other routine matters. Work would still be required to plan and organize events external to the courses, but assuming a regular demand, the addition of a support staff member or regular Research Assistant would assist greatly.

Overall, online program delivery allows the DPE to target government applicants outside of the Ottawa area. As the demand for evaluation continues to grow at the provincial, territorial and municipal levels, the DPE will be well-positioned to take advantage of this market. Reliance on the federal market will be reduced, which would reduce the risks to the sustainability of our program.

6.4   Option 4: Fold the DPE into the regular MPPA Offering

This option is fairly self-explanatory. Few other programs across the country have organized their evaluation certificates or diplomas as stand-alone programs. Evaluation is regarded as one stream of study within a regular graduate program. This is always an option and would reduce the risk that the current evaluation courses will disappear altogether from our offerings.

That said, if the School were to adopt this option, it might have the following features:

- Students would still receive a diploma;
- Like our other diplomas, students would be expected to take six designated courses within the MA;

- Students could take four specialized courses in evaluation including the possibility of a practicum (this would become optional), and two optional courses as part of the regular list of MA offerings (i.e., such courses would have to be pre-approved from a list);
- Some current DPE courses may have to be dropped from the course offerings – likely the two methods courses (although this is not ideal for reasons explained);
- The separate fee differential would have to be eliminated.

Assessment

This is likely the most expeditious of the options presented, and would likely be consistent with the current thinking of the MA review. The benefits of this option are quite clear. Most notably, the workload of the DPE supervisor is dramatically reduced as management may be folded into the regular duties of the MA coordinator (who is currently responsible for the other diplomas). This may not be advisable as evaluation students tend to compose the largest group of diploma students, and their profile is quite different from those taking the other diplomas.

Certainly, program coherence will no longer be an issue, as any applicant may wish to take various courses in evaluation with or without the practicum. Duration would be dependent on the availability of courses, but presumably the diploma could be completed in less than one year. The only question is whether some sequencing would be required (e.g., all diploma students would have to first take the introductory course before progressing to other courses in other terms).

Some courses could be taken online in combination with the MPNL or IPA offerings, or other MA courses that move to that format. In general, however, the diploma could be online or classroom-based and would serve defined local or broader market depending on delivery vehicle selected.

7. DPE Review Committee Recommendations

Given this extensive review of the DPE, and the various options considered, the review committee came to the following set of recommendations divided by short and medium terms steps to be taken:

7.1 Short-Term Recommendations (Next 6-8 Months)

Recommendation 1: That the DPE program maintain the status quo in terms of remaining a stand-alone "Type 3" Diploma for one more academic year (2015-16).

The committee believes that the federal government market will rebound, and if it does, there is no sound reason to significantly alter the classroom-based approach. Specifically, the program should continue to consolidate its marketing efforts over the next 12 months, and await the results of the next federal election. It is not expected that the number of DPE applications will improve dramatically overnight, but rather steps would be taken in anticipation that demand will increase locally.

Recommendation 2: That the DPE program take some necessary steps to bring it into line with Option 2 by investigating the implications of adjusting the DPE as a "Type 3" diploma to a "Type 2" diploma.

It is recommended that the DPE Supervisor investigate options to bring the DPE into alignment with other diploma types offered in the School, most notably the Type 2 diploma status of the IPA. Specifically, the options and implications of adjusting the diploma type (type 3 to type 2) will be ascertained, and a follow up position brought to management committee by fall 2015. A major implication of this recommendation is investigating the fee differential associated with its type 3 status.

Recommendation 3: That calendar changes be made to separate the DPE courses from the regular MA offerings. That is, courses would be renamed and numbered as stand-alone diploma courses (regardless of type). This would bring the DPE into partial alignment with the IPA.

It is recommended that as part of this overall recommendation that the current structure of the DPE as six required courses be amended to five required courses, and one optional course. Further, two of the required courses would be reconstituted as the "practicum requirement" of the program. These calendar changes can be made to the current model without any adjustment to faculty loads. Five of the six courses would remain as "stand alone" DPE courses. The Cost-Benefit version of the course would become obsolete, but DPE students would access to the regular MA deliveries of this course as an option.

Recommendation 4: That increased efforts be made to market the DPE to federal, provincial, non-profit, and embassy officials. This means dedicating more financial resources for marketing purposes along with human resource investments.

It is recommended that the DPE invest in various media that targets potential applicants in the federal, provincial, non-profit sector, and embassy markets. Steps have been taken already, for example, to post ads in Canadian Government Executive, a magazine read online by many public sector officials. Similar postings must be placed in various journals including Canadian Public Administration, and others identified in specialized areas. Despite the fact the program has been in existence since 2006, there are many people and organizations in Ottawa alone who are unaware of the DPE. Most federal heads of evaluation know of the DPE and have encouraged staff to apply, but more effort must be made outside the federal government to market the DPE.

7.2   Medium Term (Next 8-16 Months)

Recommendation 5: That the DPE Program be reconstituted as an online program (with the possibility that some courses also be offered in a classroom based format for MPPA and/or DPE students resident in the Ottawa area.

Over the next two years, the steps outlined in Option 2 should be undertaken to clarify the DPE, especially the need to clarify its intended target markets. This determination would then pave the way for larger decisions on whether to move to an online approach. The outstanding question in the mind of the committee was whether to adjust the program from its current "type 3" status to a model similar to that of the IPA as a "type 2" status diploma.

The implications of adjusting the DPE to a model similar to that of the IPA is that students from other programs within and without the School could take DPE courses as part of their program. Some restrictions would have to apply especially with respect to the practicum courses (i.e., as DPE students would be required to take the required DPE dedicated courses, only they would qualify for the practicum). The benefit of the type 2 model is that DPE courses would always have sufficient students in them to justify course offerings. This would also suggest that the current fee differential would have to be eliminated.

With respect to migrating the DPE to an online format, as indicated, we are currently partnering with UVic to develop four online courses for the GNWT evaluation certificate. It would take some effort to build two additional courses, but the effort would be spread out over the next two years. An investment could be made within the next two years to hire one or two of our adjunct faculty to build these online courses.

The window of opportunity to capture a larger share of the program evaluation market in Canada is quickly closing. Federal government investment in program evaluation has been decreasing since 2012, and there are not immediate signs this will change. At best we can expect critical staff to be replaced who may require training, but there is no guarantee that these staff will take the DPE, particularly as federal funds for training is also decreasing dramatically.

In our view, it is wise to look to growth markets in governmental program evaluation including investment in territorial program evaluation, and several provinces including Ontario are also investing in this area. By offering the DPE online, we may be able to capture part of this growth market. As our contract with the GNWT is yielding some benefit in terms of building four courses that could be used for purposes of the DPE, the School's investment in developing online courses is reduced significantly. Learning objects would have to be personalized to suit the DPE, but the courses themselves would be built, and the School would have access to and would be able to use course materials.

8. Concluding Comments

The DPE program is in a state of flux that it has not experienced before. Demand is mixed for the program, and is in part driven by federal government decisions that essentially devalue their internal evaluation function. This places our program at risk as it was originally built to support the training of federal evaluators. As the number of applications decreases from the federal government (and all local programs are feeling the effects of this), alternative markets will have to be developed to support the program. This means that questions of program coherence are raised.

There are two main alternative markets to consider, each with implications for the program. The DPE can continue to remain Ottawa-focused and classroom based by expanding its market to include the international community, local embassies, non-profit organizations, or even private sector. Demand can always be "found." However, this raises fundamental questions about why are we offering this program? In our minds at least, we are here to support training in the area of governmental program evaluation – in the Canadian context. This aligns with our School's mandate. If we simply wish the program to survive and be a source of revenue for the School, this market can be expanded quite broadly. The committee was not comfortable with this idea, and advocates for maintaining the public management focus to the program.

Alternatively, the DPE could seek to expand its market reach by offering an online program that could appeal to the growing provincial and municipal interest in evaluation. This would also involve challenges and costs, but would allow the DPE to maintain its strong focus on the Canadian public sector evaluation context.

Finally, we could maintain the status quo and hope that the federal government will revive its demand, supported by the appropriate training budget, for evaluation training and certification.

These recommendations are not perfect. They take a "wait-and-see" approach. The fact is that we don't know how the market will respond over the next few years, especially if there is a change in government. Despite that, however, the committee wants to be proactive. The DPE must undergo some revision to prepare for the possibility that it will have to go online to take advantage of growth in other jurisdictions. The next two years should be used to make the adjustments necessary, and market appropriately. Aside from these preparations, the efforts to put some courses online over the next 18 months will not be wasted. Options may still present themselves: the School may wish to offer an online certificate with the four courses we are building presently, and maintain the DPE itself as a classroom based product. The critical point is not to stand still: we must pave the way over the next two years to give ourselves options, or risk losing the program altogether.