

**Quality Standards in Public Administration
Education and Training:
Issues, Models, and Contemporary Evaluation Policies**

Paper of the IASIA/UNDESA Task Force on
Standards of Excellence in Public Administration Education and Training

September 2005

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1. Introduction

1.1. The assignment

“In recognition of the need to improve governance and public administration standards worldwide, the Division of Public Administration and Development Management and the International Association of Schools and Institutes of Administration (IASIA) agreed to sponsor an initiative aimed at improving the quality of education and training in public administration. The goal is to strengthen capacity of education and training institutions, and, in so doing, have a significant impact on the development of effective leadership and transparent governance throughout the world.

A number of activities have been carried out under this initiative, among which:

- A joint UNDESA/DPADM - IASIA Expert Group Meeting which addressed the complex question of how to provide the most effective forms of education and training for senior level governmental leaders;
- A UNDESA/DPEPA - IASIA Conference on "Improving the Quality of Public Administration Education and Training: New Needs, New Approaches ...;
- A seminar focusing on the theme. Public Sector Leadership Development for Good Governance in Africa¹

“One recommendation emerging from the above-mentioned meetings is that public administration schools and institutes acquire the capacity to promote and sustain excellence in the design and implementation of their teaching, research, and consulting programs, and that the progress attained in promoting excellence be monitored against measurable indicators. Based on the recommendation of the previously mentioned meetings, the United Nations Department of Economic and Social Affairs, Division for Public Administration and Development Management and the International Association of Institutes and Schools of Administration constituted a Taskforce on Standards of Excellence for Public Administration Education and training.”²

The first product the IASIA/UNDESA Task Force wants to produce is “a concept paper on the issues to consider as well as the standards and the criteria to apply, in assessing the level of excellence in public administration education and training”.³ Therefore data should be collected about the standards of excellence that are used in public administration education and training. Also an inventory of the issues, models and contemporary accreditation policies should be made.

This report is the result of the above mentioned data collection. However, the report is a bit more encompassing than the standards of excellence, because not so much standards of *excellence* exist. What could be found were a lot of criteria, and sometimes more or less explicit standards used to define a minimum level of quality in teaching. This report will give an overview of those criteria and standards, and give some information on the context in which these criteria and standards are used. With context here the evaluation type is meant.

To be as clear as possible in paragraph 1.2 the most important definitions of terms are given, with some comments. In paragraph 1.3 our sources of information are summed up.

¹ IASIA/UNDESA Task Force 2005: p. 1

² IASIA/UNDESA Task Force 2005: p. 2; the composition of the taskforce can be found in Appendix 2

³ IASIA/UNDESA Task Force 2005: p. 2

1.2. Definitions

The meaning of the terms often used in this field is not always the same. Most of the time an precise definition fails. Nonetheless there are some good overviews of definitions like the Unesco paper by Vlăsceanu et.al.⁴ and the very extensive on-line Analytic Quality Glossary by Harvey⁵.

In order to be as exact as possible with respect to the meaning of terms, we use the following definitions (unless otherwise stated), that predominantly are take form the above mentioned definition sources:

Term	Definition (sources: H = Harvey 2004a; V = Vlăsceanu, Grünberg et al. 2004) Additional remarks
Type of evaluation	<i>A method (evaluation, accreditation, auditing or benchmarking) combined with one of the following categories of focus: subject, program, institution or theme.</i> ⁶
Evaluation	<i>Evaluation (of quality or standards) is the process of examining and passing a judgment on the appropriateness or level of quality or standards.</i> (H) Instead of evaluation also the term review is used. Sometimes it is added: “performed following explicit and clear procedures, with the intention to produce outside effects” ⁷ . In this report evaluation is also used loosely as the umbrella concept for all types of evaluation, e.g. in the term ‘models of evaluation’. Evaluation in this meaning contains also methods like accreditation, audit or benchmarking.
Summative and formative evaluation	Summative evaluation evaluates an institution or programme on its effects. Summative evaluation is a kind of final judgement. Formative evaluation has a function in the development and improvement of an institution or program. Formative evaluation is a form of feedback. ⁸
External evaluation	<i>The process whereby a specialized agency collects data, information, and evidence about an institution, a particular unit of a given institution, or a core activity of an institution, in order to make a statement about its quality.</i> (V p. 37) External evaluation is carried out by a team of external experts, peers, or inspectors.
Accreditation	<i>The process by which a (non-)governmental or private body evaluates the quality of a higher education institution as a whole or of a specific educational programme in order to formally recognize it as having met certain predetermined minimal criteria or standards. The result of this process is usually the awarding of a status (a yes/no decision), of</i>

⁴ Vlăsceanu, et al. 2004

⁵ Harvey 2004a

⁶ ENQA 2003b: p. 17

⁷ Gola 2004: p. 25

⁸ Based on Broekman, et al. 1987

	<i>recognition, and sometimes of a license to operate within a time-limited validity. (V p. 19)</i>
	Accreditation of course is not limited to higher education institutions.
Audit	<i>Audit, in the context of quality in higher education, is a process for checking that procedures are in place to assure quality, integrity or standards of provision and outcomes. (H) Vlăsceanu et al. add that audit is about “determining if the stated aims and objectives (in terms of curriculum, staff, infrastructure, etc.) are met” (V p. 23).</i>
Benchmark	<i>A standard, a reference point, or a criterion against which the quality of something can be measured, judged, and evaluated, and against which outcomes of a specified activity can be measured. The term, benchmark, means a measure of best practice performance. The existence of a benchmark is one necessary step in the overall process of benchmarking. (V p. 24)</i>
Benchmarking	<i>Benchmarking is a process that enables comparison of inputs, processes or outputs between institutions (or parts of institutions) or within a single institution over time. (H)</i>
Quality assurance	<i>An all-embracing term referring to an ongoing, continuous process of evaluating (assessing, monitoring, guaranteeing, maintaining, and improving) the quality of a higher education system, institutions, or programs. As a regulatory mechanism, quality assurance focuses on both accountability and improvement, providing information and judgments (not ranking) through an agreed upon and consistent process and well-established criteria. (V p. 48)</i> Harvey focuses on the process of “establishing stakeholder confidence that provision (input, process and outcomes) fulfils expectations or measures up to threshold minimum requirements”. Sometimes this term is also used to indicate the processes by which the assurance is given, like evaluation, accreditation and audit. ⁹
Quality	Quality is the most difficult term to define, and according to some it is impossible to define. In the quality literature quality often is referred to as ‘fitness for purpose’. <i>Quality as fitness for purpose sees quality in terms of fulfilling a customer’s requirements, needs or desires. Theoretically, the customer specifies requirements. In education, fitness for purpose is usually based on the ability of an institution to fulfil its mission or a programme of study to fulfil its aims. (H)</i> As said, may other definitions exist. Vlăsceanu et al. (p. 47-48) cite Van Damme ¹⁰ : “However, common to all of these quality approaches is the integration of the following elements: <ul style="list-style-type: none"> ▪ the guaranteed realization of minimal standards and

⁹ ENQA 2005: p. 5

¹⁰ Van Damme 2004

Criteria	<p>benchmarks;</p> <ul style="list-style-type: none"> ▪ the capacity to set the objectives in a diversifying context and to achieve them with the given input and context variables; ▪ the ability to satisfy the demands and expectations of direct and indirect consumers and stakeholders; ▪ the drive towards excellence”. ▪ Criteria: Yardsticks/checkpoints/benchmarks by which the attainment of certain objectives and/or standards can be examined. <p>Criteria describe in a certain degree of detail the characteristics of the requirements and conditions to be met (in order to meet a standard) and therefore provide the (quantitative and/or qualitative) basis on which an evaluative conclusion is drawn. (V p.32)</p> <p>In the literature the phenomenon of ‘implicit criteria’ is mentioned. Implicit criteria are “often formulated through the guidelines for self-evaluation by the agency, or by the expert panel while writing of the report, but are not explicitly set out in writing.”¹¹</p>
Standards	<ul style="list-style-type: none"> ▪ Standards: <i>Statements regarding an expected level of requirements and conditions against which quality is assessed or that must be attained by higher education institutions and their programmes in order for them to be accredited or certified.</i> <p>Standards may take a quantitative form, being mostly the results of benchmarking, or they may be qualitative, indicating only specific targets (e.g., educational effectiveness, sustainability, core commitments, etc.).(V p.58)</p> <p>Standards sometimes are called ‘performance criteria’.</p>

1.3. Sources of information

In order to get a complete as possible picture of the different models of evaluation in use in the field of public administration around the world, we started to look into the results from research on evaluation in the European higher education sector. This gives us the necessary data on possible evaluation models.

The second source of information is formed by a lot of information on the internet about evaluation models, mostly as used by national accreditors or ‘accreditors of accreditors’.

Third we used the already known evaluation models used in the field of public administration degree education and training:

- NASPAA’s evaluation model for master degree programmes in the USA;
- EAPAA’s evaluation for bachelor and master programmes in Europe;
- The Certified Public Manager evaluation model used by the CPM Consortium in the USA.

¹¹ ENQA 2003b: p. 34

For comparison also the evaluation models used by some other professional entities have been explored (e.g. the models by EQUIS, AMBA and AACSB)

The fourth source of information comes from internet research and ‘tips’ from IASIA members. In such a way we were able to find information about evaluation models used for non-degree programs.

Fifth, the results from the IASIA/UNDESA Task Force questionnaire on standards of excellence are used to get a more systematic picture on the use of evaluation and standards in public administration education and training.

2. Evaluation models in general

2.1. Aspects of evaluation models

There are several aspects of evaluation that need to be discussed here, in order to get a clear picture on the different models of evaluation that are in use around the world.

Below the following aspects are discussed:

- Internal versus external evaluation
- Formative versus summative evaluation
- Evaluation of institutions versus evaluation of programs
- Peer versus non-peer evaluation
- Evaluation of internal versus evaluation of external efficacy
- Evaluation of academic degree programmes versus professional training programs
- Mission-based versus ‘normal’ evaluation
- Voluntary versus mandatory evaluation

Internal versus external evaluation

Evaluation may be internal, when it is performed by the institution itself, or external, when an external agency performs the evaluation.

Internal evaluation can have several purposes, including:

- safeguarding of institutional or organisational standards;
- improvement and enhancement of quality;
- fulfilment of external demands (via external evaluation).

With the exception of the last one, these purposes are internally motivated. Furthermore, they are an important prerequisite for external evaluation. Without internal motivation, external evaluation have to be forced upon the organisation, and may lead to ‘strict conformity to written rules’ and even subversive effects like manipulating data. Nowadays most of the times internal evaluation is a step in a quality assurance process, as part of a path towards accreditation or as element in an ongoing quality improvement process.

Internal evaluation most of the times has a formative character (see below under formative versus summative evaluation).

External evaluation is performed by an external independent agency. This independency is a hot issue in discussions around the recognition of review agencies by accreditation authorities. **We will come back to this later.**

External evaluation can be undertaken for a number of purposes, including:

- safeguarding of national academic standards for higher education;
- accreditation of programmes and/or institutions;
- user protection;
- public provision of independently-verified information (quantitative and qualitative) about programmes or institutions;
- improvement and enhancement of quality.¹²

Most of the times external evaluation has a summative character, although also formative aims can be sought after.

An increase of external evaluation of a mandatory nature can be observed in Western Europe and Australia and New Zealand. Parry observes for the UK “more than a decade of increasing external scrutiny of the management of quality in institutions.”¹³

¹² ENQA 2005: p. 14

¹³ Parry 2002: p. 3

Formative versus summative evaluation

Evaluation can be formative or summative. If an evaluation has a formative function, it is oriented towards the improvement of institutions or programs. "Formative evaluation is essentially based on the qualitative judgement of experts, even if it depends on data or indicators, and it typically concludes with recommendations. The evaluator becomes, in some way, a participant or co-responsible in the management of the action"¹⁴. If the evaluation has a summative function, it aims at a final judgement, like for example in accreditation to accredit or not. "The evaluator is neutral, attentive to outcomes."¹⁵

Especially in accreditation models this discussion is apparent. Accountability versus quality improvement seems to rival for primacy. "Quality assurance stressing accountability in itself is not a strong incentive to improve or enhance quality of higher education above the threshold level defined by e.g. accreditation standards or governmental requirements."¹⁶

There appears to be quite different stands on the function of external evaluation. "Some take the view that external quality assurance is essentially a matter of 'consumer protection', requiring a clear distance to be established between the quality assurance agency and the higher education institutions whose work they assess, while other agencies see the principal purpose of external quality assurance to be the provision of advice and guidance in pursuit of improvements in the standards and quality of programmes of study and associated qualifications. In the latter case a close relationship between the evaluators and the evaluated is a requirement. Yet others wish to adopt a position somewhere between the two, seeking to balance accountability and improvement. Nor is it just the quality assurance agencies that have different views on these matters. The interests of the higher education institutions and student representative bodies are not always the same, the former seeking a high level of autonomy with a minimum of external regulation or evaluation (and that at the level of the whole institution), the latter wanting institutions to be publicly accountable through frequent inspection at the level of the programme or qualification."¹⁷ In a survey of accreditation agencies and accredited organisations in professional higher education, about one third see accreditation as a commitment to improvement, about half see it as a commitment to both improvement and conformity to criteria, and 15% see it as the latter only.¹⁸ This issue of the function of the evaluation is closely connected with the issue of the independence of the evaluators or reviewers (see also below under peer versus non-peer evaluation).

Evaluation of institutions versus evaluation of programs

Different organisations in the accreditation world have different views on what should be the object of evaluation: the institution delivering higher education programs, or the separate programs. For example in the accreditation of MBA-programs, the evaluation of institutions is most common, while in the accreditation of public administration programmes the object is the public administration programme itself. Westerheijden describes the two types of evaluation as follows: "Institutional accreditation is intended to guarantee that the establishment is a 'serious' higher education provider that has effective quality assurance mechanisms for its programs. In programme accreditation, the actual delivered quality of the

¹⁴ Gola 2004: p. 25

¹⁵ Gola 2004: p. 25

¹⁶ Schwarz, et al. 2004: p. 10

¹⁷ ENQA 2005: p. 11

¹⁸ ISA 2003: p. 10

study programme is assessed, more or less ignoring how the higher education establishment reached this result". In Europe the present policy discussion is on programme evaluation.¹⁹

Peer versus non-peer evaluation

In evaluation, especially external evaluation, a group of evaluators is needed. Here the choice is between 'peers' (a professional colleague from a comparable institution or the same discipline) or 'non-peers'. Historically a lot of accreditation systems developed out of peer-review systems, and sometimes still are presented as such (like NASPAA's accreditation system). When the primary aim of the evaluation is formative (programme improvement) peer review is most logical: peers are the ones most familiar with the discipline and the specific difficulties of teaching. However, when the aim of the evaluation is summative (final judgement) peers can be seen as 'too close' to be objective. Can they be trusted to produce harsh evaluation if needed or will they be 'too understanding' and be soft?

Accreditation systems can have a mixed-system in this respect: review committees or site visit teams composed of peers (but not too close, e.g. from an other country) and outsiders (representatives of the practice, or students or alumni). Also evaluation-experts can fulfil the role of outsiders.

Evaluation of internal efficacy versus evaluation of external efficacy

When the evaluation is directed at the comparison of the results of the institution or programme with outside requirements, the external efficacy is evaluated. Is the comparison with internal aims or objectives, than the internal efficacy is evaluated.²⁰ It will be clear that most external evaluations, especially when they have a summative function, evaluate the external efficacy.

Evaluation of different levels of education and training

According Gola²¹ different levels of education ask for different approaches of evaluation. "Level I (bachelor or equivalent) requires a strong emphasis on the legibility of the curriculum (in terms of basic, characterising culture, knowledge and skills, target levels, areas of competence and professional roles envisaged, national and international benchmarking, if applicable) and on organisational aspects. The evaluation of level III (Doctorate) should be based on the ability to provide a markedly research- oriented learning environment. It is closely interconnected with the evaluation of the research activities of the departments. The evaluation of level II (Master or equivalent) must take into account the fact that learning contents are geared to the highly specific (professional or research) goals of the reference departments. A sizeable majority of international student exchange activities should be concentrated at this level."

We could add that evaluation of non-degree training programmes ask for yet another approach in which the specific demands from the practice field are dominant in the evaluation.

Mission-based versus 'normal' evaluation

In 'normal' evaluation there is a set of standards or criteria developed by an internal or external authority which the point of reference for evaluation. At least a list of aspects that have to be evaluated is part of this set. When a kind of judgement is expected as result of the evaluation (as in accreditation) that also the threshold levels of the different aspects have to be clear.

¹⁹ Westerheijden 2001: p. 68

²⁰ Gola 2004: p. 25

²¹ Gola 2004: p. 28

Mission based evaluation does not depart from a given set of standards or criteria (at least not only), but asks from the institution or programme to present a specification of what kind of institution or programme it wants to be. So the institution or programme defines its own set of criteria against which it wants to be evaluated. This gives room for more specificity in the evaluation. The idea is that this institution or programme specific set of criteria or standards are the result of an “thorough strategic planning exercise” based on consulting “inside and outside your programme to develop a mission statement; set programme objectives; use appropriate assessment instruments to see whether you’ve achieved your objectives”²². Most of the times mission based evaluation is a combination of standards or criteria defined by an external authority and by the institution or program.

Voluntary versus mandatory evaluation

Evaluation can be voluntary or mandatory. In more and more countries evaluation in the form of accreditation is mandatory because it is coupled to a license to teach a programme or to grant degrees, or to get government subsidies. For example in Europe the introduction of accreditation has been very rapid. “Whereas in 1998 less than half the European countries in our study had implemented accreditation schemes for (parts of) higher education, in 2003 all European countries, with the exception of Greece and Denmark, define their system as having implemented ‘some type of accreditation scheme’”²³

However, there are ‘large’ evaluation systems (most accreditation) that are voluntary, like the AMBA or EQUIS systems in the MBA field, and the systems of NASPAA and EAPAA in the field of public administration. These voluntary systems are systems set up by professional groups at a national or international level. They exist in fields where obligatory license systems don’t exist (like management), but also in fields with explicit license systems (like lawyers, doctors or engineers). “The purpose is clearly professional recognition of a degree. Interestingly, programme accreditation in the USA only exists in certain fields with strong professional organisation.”²⁴

But even when evaluation is voluntary formally, it can be mandatory in practice by ‘market pressures’. Only very well known institutions (like Harvard in the USA or ENA in France) don’t need an external ‘seal’ because they attract enough students anyway.

Evaluation of academic level or professional competence

Evaluations may be directed to ascertain the programme has good academic level, compared to what is seen appropriate for the degree level of the programme (bachelor, master or doctoral). Although ‘academic level’ is difficult to define, we see developments into that direction, for example in the so-called ‘Dublin Descriptors’ as they are used in the European academic world.²⁵

Another aim of evaluation might be to see whether programmes produce graduates with professional competence to practice. This is usually referred to as professional accreditation. In the USA, Canada and the UK, where evaluation by professional bodies is quite common, programmes are evaluated at how they prepare graduates to enter a profession. “Accreditation of programmes in the USA, ..., is linked to providing a licence to practice but is separate from it. ... In many professional areas, graduation from an appropriately accredited academic programme is a preliminary step and full professional certification, and thus a licence to practice, follows only after some period of work experience.”²⁶ In the former eastern

²² NASPAA 2005a

²³ Schwarz, et al. 2004: p. 17

²⁴ Westerheijden 2001: p. 69

²⁵ JQI 2004

²⁶ Harvey 2004b: pp. 6-7

European countries accreditation more is used for academic accreditation than for professional, trying to guarantee the minimum standards of education.²⁷

2.2. Types of evaluation models

Accreditation

The most specific aspect of accreditation is that it is an evaluation method that results in a judgement about the quality in a binary way: passing or not passing. The overall evaluation is a yes or no decision with respect to accreditation.

Because of this binary decision accreditation decisions should be based on “transparent agreed, pre-defined standards or criteria”²⁸ and a clear threshold level. “The quality of an accreditation procedure, accordingly, depends to a large extent on the quality of the criteria in use: do they represent an appropriate and up-to-date threshold level of quality?”²⁹

The above drives to the conclusion that accreditation on the issue of formative versus summative evaluation, clearly belongs to the latter. However, in a 2003 report on a survey under accreditation agencies and accredited organisations it is concluded that “The vast majority of the agencies and almost all of the experts and accredited organisations who replied stated that there is agreement on the principle that accreditation is a continuous procedure, a monitored procedure that is not limited to the decision to accredit.”³⁰ So the formative dimension seems to be as important as the summative.

Although there seems to be an agreement on the meaning of the term accreditation among writers on evaluation, Schwarz and Westerheijden in their report on European evaluation models note “one can wonder if there is a common understanding of ‘accreditation’ amongst the contributors to the country reports—notwithstanding the definition given in this project—and more broadly, amongst the decisionmakers in the European countries.”³¹ Adding to the diffuseness of the term is that accreditation has three nuances³²:

- a process applied to organisations (an evaluation method)
- the label that an institution or programme may acquire (‘accredited’)
- an “abstract notion of a formal authorising power acting through official decisions on the recognition (or not) of study programmes or institutions.”³³

Also Scheele³⁴ points out at a paradoxical development in Europe: “The remarkable thing in Europe is that despite the reason given (in the Bologna Declaration) for greater harmonisation and synergy, we see countless national initiatives in which accreditation:

- is defined and perceived differently;
- is sometimes a complete system, and sometimes an addition to an existing evaluation system;
- embraces the entire higher education system in some cases, and in others only new courses;
- is sometimes built around the institution, and sometimes around the program.

Establishing national systems of accreditation therefore soon tend to produce divergence, in conflict with the Bologna Declaration.”

²⁷ Harvey 2004b: p. 6

²⁸ Harvey 2004b: p. 7

²⁹ Westerheijden 2001: p. 68

³⁰ ISA 2003: p. 10

³¹ Schwarz, et al. 2004: p. 18

³² Harvey 2004b: p. 9

³³ Haakstad 2001: p. 77

³⁴ Scheele 2004: p. 20

Accreditation may be focused on inputs, process or outputs³⁵, but nowadays mostly on a combination of these.

Within the accreditation process four elements can be distinguished. First, the set of criteria against which the institution or programme will be evaluated, second the sources of information used for this evaluation, third, the judgement process for the final accreditation decision, and fourth the follow-up of the decision. These three elements will be discussed one by one.

The set of criteria against which the institution or programme will be evaluated cannot be set by the institution or programme alone (as can be in auditing), because then the final judgement would be content-less. As said before, accreditation normally is performed by an outside national or international agency. This agency could have come to the set of criteria through a more or less elaborate process of deliberation amongst its members or constituencies, as is the case most of the times in voluntary accreditation schemes. Or the agency ‘just’ applies a set of criteria imposed by government, as is the case in all mandatory accreditation schemes (most on national level).³⁶ However, in some accreditation schemes the programme or institution can have an input as well. Above this was referred to as ‘mission based evaluation’. The institution or programme can add its own criteria or can be given the opportunity to interpret or give different weights to criteria (see for example the NASPAA and EAPAA criteria).

The sources of information used for the evaluation, the second element, are manifold. However, two are used very frequently³⁷: a self-evaluation or self-review, and a site visit by external evaluators.

The self-evaluation is an elaborate documents within which the institution or programme describes itself in evaluative terms on all aspects that are relevant by the set of criteria. Most of the times there are ‘models’ for these self-evaluations, although they may be more or less strict. Part of the documents are supporting data that have to ‘prove’ certain inputs or results. The site visit by external evaluators or reviewers is another feature that is present most of the times³⁸. Such a site visit team checks the information found in the self-evaluation report, clarifies unclear elements, and evaluates other elements by their own observations (quality of supportive facilities, quality of exams and theses, etc.).

Thirdly there is *the judgement process for the final accreditation decision*. Most of the times the site visit team is not the ‘agency’ that decides on the accreditation, although it might give its opinion about it. Normally there is some other ‘institution’ that has the right to decide on this issue. In most voluntary accreditation schemes there is a group of people with high professional status to perform this duty. The issue of independence of this group vis-à-vis the institution or programme to be accredited, is an important one. There have to be rules to ascertain this independence and due procedure.

In mandatory accreditation schemes there is a government agency, or an ‘independent’ agency created by the state, that decides upon accreditation. They scrutinise and evaluate site visit reports, and judge on the basis of the arguments found in such reports. In some countries (like

³⁵ Harvey 2004b: p. 7

³⁶ ENQA 2003b: p. 34

³⁷ In an ENQA review self-evaluation is included in 94% of the evaluations, but surprisingly only in 68% of the accreditations; see: ENQA 2003b: p. 28

³⁸ In ‘older’ accreditation systems by some states, the judgement was based on the self-evaluation alone. This still seems to be a point of discussion in France at the moment (Schwarz, et al. 2004: p. 9)

Germany and the Netherlands) the organisation of the site visits (including the instructions for the self-evaluation) are performed by independent review organisations that are recognised by the official accreditation agency.

The fourth element, *the follow-up of the decision*, is an interesting one. From the strict position that accreditation involves an yes or no decision, the only follow-up could be when there is a 'no'. What kind of sanctions there are? However, as was noted during a workshop on accreditation in 2003, "Accreditation in Europe is currently more than providing simple "yes/no" decisions but rather yes and no with conditions ("yes, but" or "yes, later", for instance), thus lessening the outlook of accreditation decisions as a top-down approach."³⁹ Scheele distinguishes several forms of follow-up: evaluation of the process, monitoring of improvement plans, monitoring of improvement activities, and monitoring of the effects of the improvement. He observes "the forms of follow-up action in Europe are scarce. That applies very notably to the imposition of sanctions. Quality assurance in Europe is apparently set in the framework of the possibility of improvement and further improvement."⁴⁰ In several voluntary accreditation schemes there are rules to regularly update the information on the programme with the accrediting agency, and to report on improvement actions. The way earlier recommendations by site visit teams have been handled, is one of the issues in self-evaluations, most of the times.

Formally, a negative accreditation decision may lead to the withdrawal of the authorisation to deliver a program. Also other sanction can be found with less dramatic consequences: shortening of the period of accreditation, requests and control for action plans, and interim site visits.⁴¹ These sanctions all point in the direction of a kind of probation period and quality improvement.

In western Europe accreditation becomes more and more popular in the context of the conversion process to a bachelor-master structure.⁴² Although the Ministers of Education did not decide for the type of evaluation to be introduced (this stays a national issue), several countries (Germany, Ireland, Italy, the Netherlands, Norway, Austria, Spain and Belgium (Flanders)) are on their way to implement an accreditation system. The systems introduced in these countries have more in common with the already existing accreditation systems in the Eastern European countries, although more attention to quality improvement is given.⁴³

Audit

Audit is an evaluation method aimed at controlling whether procedures or results are as planned. It is a method in complement to other (internal) quality assurance methods by verification, reporting and enhancement. This method is the dominant national quality evaluation method in for example Australia and New Zealand⁴⁴, and also (as a European exception) in Denmark. In South Africa audit is used for the quality assurance institutions of higher education, while accreditation is used for new programs.

The Australian Quality Agency (a government agency) distinguishes four dimensions: approach (from mission to objectives and how they will be achieved), deployment (how

³⁹ ENQA 2003a

⁴⁰ Scheele 2004: p. 23

⁴¹ ISA 2003: p. 17

⁴² Harvey 2004b: p. 6

⁴³ Scheele 2004: p. 19

⁴⁴ AUQA 2005

effectively the approach is being put into effect), results (achievements) and improvement (acting upon evaluations)⁴⁵.

The audit process is based most of the times on a (critical) self-evaluation or self-review. In this sense it not so much different from accreditation. However, at least in the Australian case, no strict model for the self-review is imposed, leaving much more room for diversity and a greater stress on improvement.

In New Zealand the auditing is carried out by the New Zealand Universities Academic Audit Unit (NZUAAU), founded by the universities themselves. As it is stated, the first purpose is “to consider and review the universities’ mechanisms for monitoring and enhancing the academic quality and standards which are necessary for achieving their stated aims and objectives”⁴⁶. As many audits, the focus is on quality procedures.

Harvey notes an interesting and, in his words, big difference between audit and accreditation. “[A]udit, assessment and external examining operate on the premise that the institution or programme is functioning appropriately and the external process has to demonstrate otherwise (innocent until proved guilty model). Accreditation, though, shifts this round and institutions or programmes have to prove that they are worthy (guilty until proved innocent model.”⁴⁷

Benchmarking

Benchmarking was defined above as a comparison process. As is common with often used terms, the amount of definitions is large, and also there are numerous methods and styles of benchmarking. Karjalainen reports on a benchmarking workshop in which a distinction is made between ‘true’ and ‘false’ benchmarking. “True benchmarking, some said, is always improvement-oriented. Negotiation, collaboration and developing a process for mutual understanding are necessary parts of it. In true benchmarking organisations and people learn from each other and there is dialogue. It has explicit and open goals and the decision-making process is (as) clear (as possible). True benchmarking is always creative. Adapting best practices does not mean the same as copying them. False benchmarking is rank-oriented or merely explorative without interest in improvement. It has hidden purposes and it may even be spying. Nor is touristy visiting true benchmarking. Fuzzy goals and undefined processes are typical false benchmarking constituents.”⁴⁸ The elements of improvement and learning are most important, but the use of benchmarking in ranking is not ‘forbidden’. However, in the case of ranking, some principles should be adhered to:

- there should be clear and known ranking criteria;
- ranking should be multidimensional and dimensions should not be added;
- ranking should be built on qualitative data rather than sheer numbers.⁴⁹

Up to now benchmarking does not play an important role in evaluation. There are examples (see for example Hämäläinen, Hämäläinen et al. 2003) of which the most interesting is that of the QAA in the UK. The QAA has developed ‘subject benchmark statements’ for different fields, like master programmes in business and management. “Subject benchmark statements provide a means for the academic community to describe the nature and characteristics of programmes in a specific subject. They also represent general expectations about the

⁴⁵ AUQA 2005: p. 9

⁴⁶ NZUAAU 2005

⁴⁷ Harvey 2004b: p. 9

⁴⁸ Karjalainen 2003: p. 8

⁴⁹ Hämäläinen, et al. 2003: pp. 11-12

standards for the award of qualifications at a given level and articulate the attributes and capabilities that those possessing such qualifications should be able to demonstrate.”⁵⁰

When reading through the above mentioned QAA benchmark statements for business and management master programs, the difference from a list of criteria or standards used in an accreditation process seems little.

ISO 10015:2000

This ISO standard (based on the well known 9000 series) is specially designed for training, and contains guidelines for the development, implementation and improvement of training systems.

For the moment no further information is available, while one has to buy the standard. If the Taskforce thinks this is of importance, it can be included in the report.

2.3. Critique on accreditation

Not everyone is supporting the way towards accreditation. In a critical paper Harvey states: “Overall, the view underpinning this paper is that Europe is rushing precipitously into accreditation and that the approach being taken is based on naïve views of what accreditation is and what it can achieve. More fundamentally, there is an underlying but unspecified and unexamined set of taken-for-granted that legitimate accreditation. Accreditation is neither neutral nor benign; it is not apolitical. Quite the contrary, the accreditation route is highly political and is fundamentally about a shift of power but a shift concealed behind a new public management ideology cloaked in consumerist demand and European conformity.”⁵¹ In his opinion the so often stressed objective of improvement is just a coincidence. Professional accreditation, especially when linked to individual certification needed to be legally a practitioner, is about the control on an employment area.⁵² Harvey points at the roles professional and regulatory bodies play in accreditation: they act on behalf of the public, but also as a kind of labour union, and they protect their institutional position. “This is where control, legitimated by public interest becomes confounded by control based on self-interest.”⁵³ A Dutch Higher Education Inspector once called accreditation “A licence to kill”⁵⁴.

Another problem signalled by some is that accreditation (at least the European quality system) is a “One size fits all” system. The question is whether this development is in line with developments in education, where an enormous diversity can be seen⁵⁵.

Furthermore there is the problem of all (performance) measurement systems, that the indicators used, become the most important. Especially when the existence of neat quality systems becomes more important than the quality itself. And even more: “Education is more than the sum of all kinds of quality aspects.”⁵⁶ Scheele says: “Leeuw follows Harvey in stating that the fixed, established standards and methods allow perversion in the quality assurance system: “Evaluation performance can inhibit innovation and lead to tunnel vision and ossification: organisational paralysis brought about by the system of performance measurement (...). It is reasonable to assume that no matter how well-intended evaluation

⁵⁰ QAA 2002: p. 2

⁵¹ Harvey 2004b: p. 5

⁵² Harvey 2004b: p. 8

⁵³ Harvey 2004b: p. 9

⁵⁴ Scheele 2004: p. 19

⁵⁵ Scheele 2004: p. 20

⁵⁶ Van Berkel cited by Scheele 2004: p. 21

activities may be, they can and probably will have unintended and undesired side effects that jeopardise performance and /or quality improvement within the evaluated or audited bodies”.⁵⁷

2.4. Strengths and weaknesses of different evaluation models

General strengths and weaknesses of evaluation models

The combination of accountability function of external quality monitoring for the public of a programme at the one hand and improvement function for the programme itself at the other, is seen as incompatible by some writers, as was discussed above. Nonetheless, this is what most accreditation schemes want to do. So for example a group of twelve major USA teaching and research universities, organised in The Committee on Institutional Cooperation (CIC) state that accreditation needs “to serve the universities, their students, and the public”.

In the table below we present some of the strengths and weaknesses of accreditation.

Strengths and weaknesses of accreditation ⁵⁸	
Strength	Weakness
Good for employment/job perspectives of students	Marketing instrument to attract more/better students
External objective eye	Objectivity may be not clear, due to the control task
Uniformity or at least comparability across the sector	Uniformity kills diversity and innovation; danger of insincere compliance
Necessity to present an coherent program	Rigidity of requirements on content and/or programme structure and didactics
Necessity to present an coherent quality assurance process	Bureaucratic behaviour and rule fetishism; requires too much documntation
Practice orientation in degree programs	Too low academic level; too strict practice requirements
Encourages self-reflection	Cover-up not easily detectable
Room for innovation	Stress on control discourages innovation
Identifying of core elements of programs	Less room for electives
Can be used to demand more resources	Non-accreditation may lead to annihilation of the programme or institution
Calls for the involvement of all stakeholders	Might be too specialistic for real involvement of stakeholders
	More stress on accountability than on programme improvement
	More stress on conformity to standards than on solid evidence of accomplishment
Evaluation by peers	Impartiality and expertise of site visit teams
Public information about programs	Misuse of information for ranking

The results of Harvey’s research on negative experiences with accreditation seems to suggest that problems especially arise when the rules for the accreditation of degree programmes are made by a professional body. However, sometimes the field of practice protests against the

⁵⁷ Scheele 2004: p. 20

⁵⁸ Partly based on Harvey 2004b: pp. 10-16

accreditation rules set by professional bodies because they say these bodies are too heavily dominated by academics.

Suggestions for improvements

Subject	Improvement⁵⁹
Reduction of bureaucratic paperwork	<ul style="list-style-type: none"> ▪ Accept information already existing in the format it has ▪ Don't demand for all kind of statistical material unless it is there already or appropriate software is available ▪ Accept information in electronic form in the format that it is in ▪ Don't prescribe the format the way information has to be presented; just control whether the appropriate information is available and used ▪ Synchronise accreditation by different authorities (joint accreditation or at least joint site visits)
Orientation to improvement	<ul style="list-style-type: none"> ▪ Encourage innovation and reflection ▪ Ask for proof of innovation ▪ 'Reward' innovation over conformity to rules
Measurement problems	<ul style="list-style-type: none"> ▪ Use (quasi) experimental designs for evaluation ▪ Use triangulated data ▪ Use longitudinal studies ▪ Use mystery guests and unobtrusive measurement
One size fits all	<ul style="list-style-type: none"> ▪ Determine a small set of key quality aspects depending on the objectives of the programme [Gola], agreed upon by the stakeholders of the programme and evaluated by the site visit team (for their correctness)

⁵⁹ Partly based on Harvey 2004b: pp. 14-15, Leeuw cited in Scheele 2004: p. 20

3. General, non-discipline specific, models of evaluation

In several parts of the world national authorities use a kind of (mostly mandatory) evaluation to ensure quality in higher education. In Europe a European model is emerging, although still there are many national differences (which are not covered here). In this chapter the main characteristics of these models are presented.

General information on quality assurance models used in different countries can be found in a UNESCO report of 2003⁶⁰. Here we will only discuss those countries of which we could find information on the criteria used in quality assurance.

3.1. Europe: The ENQA model

In a report of 2005 ENQA presents a model for quality assurance for the institutions of higher education in Europe⁶¹. It is based on several reports by other European organisations that have looked into European standards⁶². This model was presented to the European Ministers of Education. When the recommendations of this report are implemented: “The consistency of quality assurance across the European Higher Education Area (EHEA) will be improved by the use of agreed standards and guidelines.”⁶³ Because the report was asked for by the Ministers of the Bologna Declaration⁶⁴ signatory states and accepted in 2005 in their Bergen conference⁶⁵, it is to be expected that this model will be implemented in a large number of European states. And so it will influence the standards and evaluation process to which public administration degree programmes in Europe will be submitted.

First, it should be mentioned that this ENQA model is based upon three important fundamental principles:

- “the interests of students as well as employers and the society more generally in good quality higher education;
- the central importance of institutional autonomy, tempered by a recognition that this brings with it heavy responsibilities;
- the need for external quality assurance to be fit for its purpose and to place only an appropriate and necessary burden on institutions for the achievement of its objectives.”⁶⁶

The ENQA report addresses the internal quality assurance within higher education institutions as well as the external quality assurance of these institutions⁶⁷. The first one is most interesting for our purposes because it sums up a set of standards that have the purpose “to provide a source of assistance and guidance to ... higher education institutions in developing their own quality assurance systems It is not the intention that these standards and guidelines should dictate practice or be interpreted as prescriptive or unchangeable.”⁶⁸

⁶⁰ Uvalic-Trumbic 2003

⁶¹ ENQA 2005; this report covers the quality assurance of quality assurance agencies as well, but this issue will not be addressed in this report.

⁶² See for a list of these: ENQA 2005: p. 12; These reports will not be researched further here, because they are used in this ENQA report.

⁶³ ENQA 2005: p. 5

⁶⁴ This refers to the Bologna Declaration of 1999, in which the Ministers of Education of 29 European states creating a European Higher Education Area by introducing a higher education model consisting of two cycles (Bachelor/Master structure) and by strengthening quality assurance in higher education..

⁶⁵ HETAC 2005a

⁶⁶ ENQA 2005: p. 10

⁶⁷ See appendix 3 and 4 for these criteria

⁶⁸ ENQA 2005: p. 13

The report outlines the basic principles upon which its standards and guidelines are built. We quote them here in full because we think this to be a very complete list of principles that can be used for the purpose of this IASIA/UNDESA Task Force project.

- “providers of higher education have the primary responsibility for the quality of their provision and its assurance;
- the interests of society in the quality and standards of higher education need to be safeguarded;
- the quality of academic programmes need to be developed and improved for students and other beneficiaries of higher education across the EHEA⁶⁹;
- there need to be efficient and effective organisational structures within which those academic programmes can be provided and supported;
- transparency and the use of external expertise in quality assurance processes are important;
- there should be encouragement of a culture of quality within higher education institutions;
- processes should be developed through which higher education institutions can demonstrate their accountability, including accountability for the investment of public and private money;
- quality assurance for accountability purposes is fully compatible with quality assurance for enhancement purposes;
- institutions should be able to demonstrate their quality at home and internationally;
- processes used should not stifle diversity and innovation.”⁷⁰

When looking into the Standards and Guidelines developed by ENQA, some criteria and standards can be deduced from them:

- “Policy and procedures for quality assurance:
Institutions should have a policy and associated procedures for the assurance of the quality and standards of their programmes and awards. They should also commit themselves explicitly to the development of a culture which recognises the importance of quality, and quality assurance, in their work. To achieve this, institutions should develop and implement a strategy for the continuous enhancement of quality. The strategy, policy and procedures should have a formal status and be publicly available. They should also include a role for students and other stakeholders.
- Approval, monitoring and periodic review of programmes and awards:
Institutions should have formal mechanisms for the approval, periodic review and monitoring of their programmes and awards.
- Assessment of students:
Students should be assessed using published criteria, regulations and procedures which are applied consistently.
- Quality assurance of teaching staff:
Institutions should have ways of satisfying themselves that staff involved with the teaching of students are qualified and competent to do so. They should be available to those undertaking external reviews, and commented upon in reports.
- Learning resources and student support:
Institutions should ensure that the resources available for the support of student learning are adequate and appropriate for each programme offered.

⁶⁹ European Higher Education Area

⁷⁰ ENQA 2005: p. 13

- Information systems:
Institutions should ensure that they collect, analyse and use relevant information for the effective management of their programmes of study and other activities.
- Public information:
Institutions should regularly publish up to date, impartial and objective information, both quantitative and qualitative, about the programmes and awards they are offering.”⁷¹

3.2. USA: the CHEA and USDE model

In the USA accreditation is widespread. In 2003, over 6,400 U.S. institutions were accredited.⁷² Accreditation in the USA is performed by recognized accreditors, of which ‘specialized and professional accreditors’ is one group. To this group NASPAA belongs. The Council for Higher Education Accreditation (CHEA), a private nongovernmental body, is one of the two bodies that can formally recognise accreditors. The United States Department of Education (USDE), a federal agency, is the other⁷³.

These recognizing bodies have laid down requirements for accrediting organisations about the kind of standards they have to use in their accreditation processes.

In an document CHEA explains “While each accrediting organization establishes its own standards by which institutions and programmes are accredited, these standards all address similar areas, such as expected student achievement, curriculum, faculty, services and academic support for students, and financial capacity.”⁷⁴ The standards USDE uses for recognition of accreditors “require accreditors to maintain criteria or standards in specific areas: student achievement, curricula, faculty, facilities (includes equipment and supplies), fiscal and administrative capacity, student support services, recruiting and admissions practices, measures of the degree and objectives of degrees or credentials offered, record of student complaints and record of compliance with programme responsibilities for student aid.”⁷⁵

3.3. South Africa

As mentioned above, South Africa knows a combined system of institutional audits and accreditation of new programs. After a successful institutional audit, an institution for a period of 6 years can get ‘self-accreditation status’, which means they may accredit their own programmes (when no professional bodies are involved).

Being in an process of radical change, quality assurance plays a role in this process. So the Council on Higher Education (CHE) states: “Specific quality-related goals facing the South African higher education sector include increased access and equity opportunities for previously marginalised groups, especially women and black students and staff; greater responsiveness to local, regional and national needs in and through teaching and research; improved institutional efficiencies leading to increased throughput, retention and graduation rates in academic programmes; increasing the pool of black and women researchers, as well as the pool of basic and applied knowledge to enhance understanding and social application.”⁷⁶

The Higher Education Quality Committee (HEQC), an institution created via legislation by the government to ascertain quality assurance in higher education in SA, is the organisation

⁷¹ ENQA 2005: p. 6

⁷² Eaton 2003: p. 1

⁷³ See for the USDE criteria USDE 2005

⁷⁴ CHEA 2002: p. 1; see also CHEA 2001

⁷⁵ Eaton 2003: p. 5

⁷⁶ CHE 2004b: pp. 2-3

which performs the external evaluations on behalf of CHE. They accredit and perform audits on the quality assurance of higher education institutions.

The criteria used in institutional audit cover two areas:

- Mission of the institution; links between planning, resource allocation and quality management;
- Teaching and learning, research and community engagement⁷⁷, more specific for teaching and learning:
 - general quality-related arrangements for teaching and learning;
 - programme development, management and review as well as student assessment and success⁷⁸.

In 2003 all MBA-programmes were reviewed. The criteria used for this review are not very specific, so they can be used as example for the criteria used in general:

- Organisational Setting: External
- Mission, Goals and Objectives
- Organisational Setting: Internal
- Governance
- Resources
- Human Resources
- Student Recruitment
- Diversity, Access, Redress and Equity
- Learning Programme
- Teaching and Learning
- Assessment
- Research
- External Environment⁷⁹

From South Africa we also have some information on evaluation of non-degree programs. According to Professor Stephen James Heinrich Hendricks⁸⁰, South Africa and SAMDI adhere to international standards of evaluation as well as the African Evaluation Standards – guidelines for 2002 - which can be summarised in the following standards⁸¹:

- “Utility - the utility guidelines are intended to help to ensure that an evaluation will serve the information needs of intended users and be owned by stakeholders
- Feasibility - the feasibility guidelines are intended to help to ensure that an evaluation will be realistic, prudent, diplomatic, and frugal
- Propriety - the propriety guidelines are intended to help to ensure that an evaluation will be conducted legally, ethically, and with due regard for the welfare of those involved in the evaluation, as well as those affected by its results
- Accuracy - the accuracy guidelines are intended to help to ensure that an evaluation will reveal and convey technically adequate information about the features that determine worth or merit of the programme being evaluated.”

These standards are meant for evaluation of any kind of program, not only educational programs, but certainly can be used for evaluating non-degree educational programs. The African Evaluation Guidelines, version 2002, can be found in appendix 12.

⁷⁷ CHE 2004a: p. 3

⁷⁸ CHE 2004a: p. 7

⁷⁹ CHE-HEQC 2003: pp. 9-10

⁸⁰ Deputy Director-General, South African Management Development Institution (SAMDI)

⁸¹ AfrEA 2002

3.4. India

The National Assessment and Accreditation Council (NAAC) of India accredits higher education institutions and their programs.

In the Manual for Self-study the NAAC presents the following category of criteria⁸²:

- Curricular Aspects (goals and objectives)
- Teaching-Learning and Evaluation
- Research, Consultancy and Extension (community service)
- Infrastructure and Learning Resources
- Student Support and Progression
- Organisation and Management
- Healthy Practices (innovative and unique practices of the institution)

3.5. Malaysia

In Malaysia two accrediting agencies are involved in the quality assurance of higher education. Private universities are accredited by LAN, while public universities are accredited by the Quality Assurance Division of the Ministry of Higher Education.

The general groups of criteria used for accreditation by the latter are⁸³:

- Vision, mission, educational goals and learning outcomes;
- Curriculum design and delivery;
- Assessment of students;
- Student selection and support services;
- Academic staff;
- Educational resources;
- Programme monitoring and review;
- Leadership, governance and administration;
- Total continual quality improvement

The Quality Assurance Division also developed criteria for specific disciplines, among which Humanities, Science, Economy and Business.

3.6. Australia and New Zealand

Australia

The Australian quality assurance system is a combination of processes and instruments in which universities and government participate. “Universities are 'self-accrediting'; that is, they are authorised to accredit their own courses and are responsible for their academic standards. They must have appropriate quality assurance processes in place, including peer assessment processes, external examination of higher degrees and the involvement of professional bodies in the accreditation of particular courses.” The Australian Qualification Framework (AQF) recognises universities. Programmes delivered by other institutions than recognised universities, are accredited by State and Territory government authorities. There are special arrangements for programmes for overseas students and internet programmes.

Universities have to report to government on their quality assurance and improvement plans. The Australian Universities Quality Agency (AUQA) audits the universities and State and Territory higher education accreditation authorities. The Australian Vice-Chancellors’ Committee (AVCC) has formulated a set of principles that their universities need to adhere in the provision of education. These principles are the criteria and standards against which the universities are audited. The groups of criteria are:

⁸² NAAC 2005: pp. 4-7

⁸³ QAD 2005: p. 12

- Course development and approval
- Admission arrangements
- Teaching and learning
- Support for study and student life
- Assessment
- Appeals and grievances
- Information

Interesting is that, next to the above mentioned criteria for the institution and programme (titled: University responsibilities: student expectations), there is also a list with the title: Student responsibilities: university expectations, with rules like: “Students have a responsibility to participate actively and positively in the teaching and learning environment”, “Students have a responsibility to produce honest work” and “Students have a responsibility to monitor their own progress within the teaching and learning environment and the academic programme and to seek assistance where needed from academic staff and academic support services.”⁸⁴

New Zealand

For the university sector the New Zealand Vice-Chancellors' Committee (NZVCC) is responsible for the quality of university degrees. New qualifications and substantial changes to academic programmes are reviewed by the Committee on University Academic Programmes (CUAP), a standing committee of the NZVCC. The New Zealand Universities Academic Audit Unit (NZUAAU) is responsible for the audit of university quality processes. The New Zealand Qualifications Authority (NZQA) is responsible for the accreditation of institutions and programmes delivered by all providers other than the universities.⁸⁵ The NZVCC, with representative of all 8 New Zealand universities, is a ‘Crown Entity’ and reports to parliament.⁸⁶

The criteria and standards guiding the audit by the NZUAAU changes through time; for each period there are points of focus. For the 2003-2006 period these are:

- teaching quality;
- programme delivery;
- the achievement of learning outcomes.⁸⁷

3.7. South America

Brazil

In Brazil the evaluation of education is performed by the Coordenação de Aperfeiçoamento de Pessoal de Nível Superior (CAPES), a government agency. This agency developed standards for different fields of post-graduate programs. In the standards for ‘Administration and Tourism’ the topics of evaluation are:

- Coherence and consistency of the programme
- Adequacy and xxx of areas of concentration
- Adequacy and xxx of research lines in relation to the program
- Proportion of types of faculty
- Infrastructure (library, databases, laboratories, faculty offices, etc.)

Each of the topics is divided in several standard with exact scoring criteria.⁸⁸

⁸⁴ AVCC 2002: p. 5

⁸⁵ NZUAAU 2005

⁸⁶ NZVCC 2005

⁸⁷ Jennings 2002: p. 53

⁸⁸ CAPES 2002

Chile

In Chile there is since 1999 an experimental system of accreditation of higher education. The Comisión Nacional de Acreditación (CNAP) has formed ‘technical committees’ to devise accreditation criteria for different disciplines (among which public administration); these criteria are under development. The CNAP is designing a process of institutional accreditation as well.⁸⁹ For this institutional accreditation the following groups of criteria and standards are developed⁹⁰:

- Mission, goals and objectives
- Governance and administration
- Institutional functions (education, research and community service)
- Human resources
- Students
- Infrastructure, technical assistance and faculty
- Financial resources
- Institutional development

⁸⁹ CNAP 2005a

⁹⁰ CNAP 2005b

4. Evaluation models in public administration and business administration

In this chapter some public administration specific models of evaluation are presented as they are used in the USA (NASPAA and CPM), and Europe (EAPAA). In the last paragraph the developments in Canada (CAPAA) are sketched.

In the fifth paragraph evaluation in business administration is discussed. Because of the similarities between the disciplines of public administration and business administration, we think it instructive to look into them, especially because the models presented (EQUIS, AMBA and AACSB) are used internationally.

4.1. NASPAA

The National Association of Schools of Public Affairs and Administration (NASPAA) has a long tradition of accreditation. After years of discussion, and partly in response to the ‘threat’ of being taken over by business administration and of accreditation by AACSB, in 1977 NASPAA’s Annual Meeting voted for a system of voluntary peer review.⁹¹ The accreditation is performed under the supervision of NASPAA’s accreditation committee COPRA (Commission on Peer review and Accreditation), while NASPAA itself is recognised as accreditor by CHEA (see paragraph 3.2).

The evaluation by NASPAA is a ‘mission-based’ process in which the programmes mission and its approach to public administration teaching play a crucial role.⁹² As in most external evaluation schemes, the procedure is one of a self-evaluation, a site visit and a decision by COPRA. Programmes are accredited for a period of 7 years.

The standards used by NASPAA are grouped in 9 categories⁹³:

1. Programme Eligibility for Peer Review
2. Programme Mission
3. Programme Jurisdiction
4. Curriculum: Common Core and Specializations
5. Faculty
6. Admission of Students
7. Student Services
8. Support Services and Facilities
9. Off-Campus and Distance Education Programs

The complete set of standards can be found in appendix 10.

All standards are quite similar to those found in more general evaluation schemes. The public administration specific standards will be discussed in chapter 6.

4.2. CPM

The American Academy of Certified Public Managers (AACPM) is a professional association of public sector managers. The academy has charters in almost all USA states.

To become member, the manager should have earned the Certified Public Manager® (CPM) status through a programme that has been accredited by the National Certified Public Manager Consortium. This consortium started to accredit programmes in 1979.

⁹¹ Henry 1995 and NASPAA 2005c

⁹² NASPAA 2005b: p. 2

⁹³ NASPAA 2005b: p. 4

CPM only has a few standards which are like other evaluation programs; most standards refer to the content of the program, and they will be discussed in chapter 6.

The other, more general, standards are on the following subjects⁹⁴:

- Programme administration (advisory board)
- Programme design (provide opportunities for participants to apply the training to their work environment situations)
- Programme hours (at least 300 hours, of which at least 200 for the core curriculum)
- Learning or job-related projects
- Substantive evaluation of participants
- Programme evaluation

4.3. EAPAA

The European Association for Public Administration Accreditation (EAPAA) was founded in 1999, and organises peer review accreditation for academic public administration degree programmes within Europe. The system used was modelled to the NASPAA system, so too is a mission-based evaluation. Most criteria and standards look like the general schemes we discussed before. Here we will mention those criteria and standards that are not specific for public administration. The specific ones will be discussed in chapter 6.

The general evaluation criteria are⁹⁵:

- Geography
- Programme longevity
- Mission-based curriculum content
- Quality improvement and assurance
- Innovation
- Student assessment
- Programme jurisdiction
- Faculty nucleus and qualifications
- Admission of students
- Support services and facilities
- Student services
- Public relations

The complete EAPAA criteria can be found in appendix 11.

4.4. CAPP (Canada)

The Canadian Association of Programmes in Public Administration (CAPP) formed early 2005 a committee to write a report on the introduction of accreditation for master programs. As part of the work of this committee a report on experiences of NASPAA and EAPAA was published.⁹⁶ The committee has recommended to engage in a series of sequential decisions: “determining whether or not to proceed with the adoption of an accreditation regime; if yes, identifying what form and subject to what conditions or limitations; refining respect to the detailed design; costing of the implementation and operation of the regime; assuring that costs (and revenues) will support a sustainable regime; and creating a detailed protocol for implementing said regime”.⁹⁷

⁹⁴ NCPMC 2005

⁹⁵ EAPAA 2003

⁹⁶ Uram 2005

⁹⁷ Aucoin, et al. 2005: p. 6

4.5. Evaluation in business administration

International evaluation in the field of business administration is quite widespread. Not less than three organisations accredit business programmes worldwide.

EQUIS

Although based in Europe and on clear European values, EQUIS sees itself as “the leading international system of quality assessment, improvement, and accreditation of higher education institutions in management and business administration. Its fundamental objective, linked to the mission of the EFMD, is to raise the standard of management education worldwide. EQUIS facilitates standard setting, benchmarking, mutual learning, and the dissemination across borders of good practice.”⁹⁸ EQUIS accredits institutions and all their programs, not programmes as such. It accredits all level of academic programs, not only master programs.

Besides high quality in all activities, institutions that want to be accredited by EQUIS need to have a high degree of internationalisation. A second aspect is that EQUIS looks not only for high academic quality, but also for “professional relevance provided by close interaction with the corporate world”⁹⁹. Thirdly, institutions should

The procedures used by EQUIS are by and large the same as we see in most evaluation schemes: self-assessment, site visit, and decision. However, EQUIS has an elaborate phase before an institution is declared ‘eligible’ for accreditation and can write its self-assessment. In this phase institutions get advice about those elements of their functioning that need improvement. Also the site visit team can recommend a ‘guided development’ before the institution can be accredited.

The categories of criteria EQUIS uses for the accreditation of business education institutions are¹⁰⁰:

General Quality Criteria

- National standing
- Mission
- Governance
- Scope
- Strategy
- Resources
- Faculty
- Students
- Student Services
- Personal Development
- Programs
- Research

The International Dimension

- policy for internationalisation
- Internationalisation of the student body, of the faculty and of programs

Connections with the Corporate World

- policy with regard to its relations with the corporate world.
- strong customer orientation

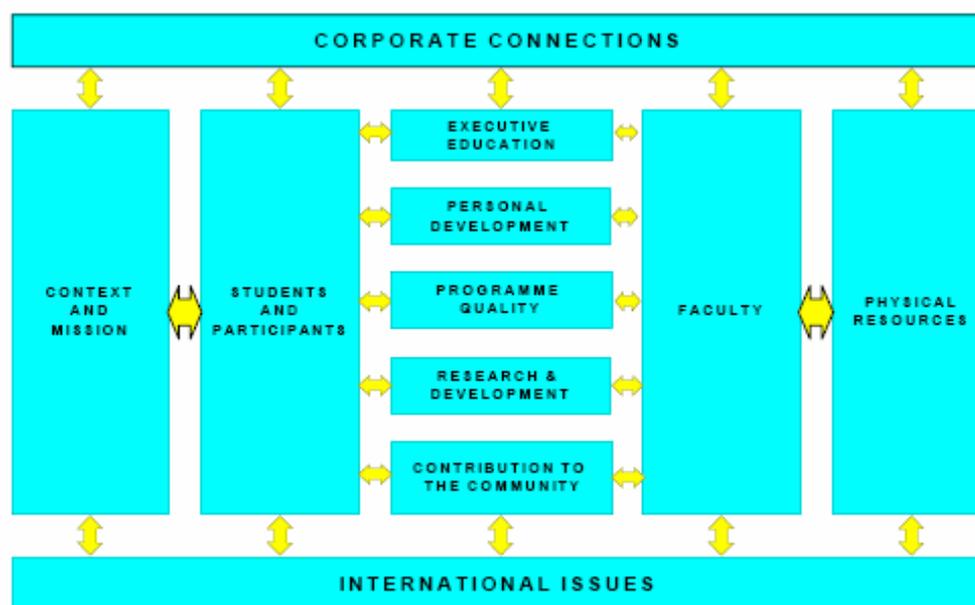
⁹⁸ EQUIS 2005b: p. 1

⁹⁹ EQUIS 2005b: p. 2

¹⁰⁰ EQUIS 2005b: pp. 5-8

- members of the corporate community should participate in its governance.
- manage a portfolio of contacts with the (inter)national corporate world
- the needs of the corporate world should be inherent in programme design.
- satisfaction with the quality of its graduates.
- internships, field work, campus visits by company representatives, etc.
- input from practitioners.
- faculty should have business experience
- faculty should engage in consultancy.

EQUIS uses the model on the following page to present their categories of criteria¹⁰¹.



Although Programme Quality is one of the sets of criteria, no subjects are mentioned that should be part of any degree programme. What is important to EQUIS is that programmes are development for the international market. About content EQUIS says: “The design and content of programmes should embrace a comprehensive range of management theory, firmly linked to the practical world of management in a local and international context.”¹⁰² This position with respect to the content, and also the domain of business education, of EQUIS is in sharp contrast to the three evaluation schemes for public administration we discussed in the paragraphs above.

AMBA

Until recently AMBA accredited post-entry or executive MBA-programmes only, but in 2005 the first tranche of pre-entry master in general management (PEMM) programmes were accredited. Also criteria for the accreditation of doctoral programmes are presented.¹⁰³ In the AMBA criteria we find all ‘general’ criteria we find in other evaluation schemes as well. In contrast to EQUIS, AMBA presents some clear subject specific criteria on the curriculum content¹⁰⁴:

¹⁰¹ EQUIS 2005a: p. 5

¹⁰² EQUIS 2005b: p. 12

¹⁰³ AMBA 2005

¹⁰⁴ AMBA 2005: p. 5

“An MBA programme should encompass relevant knowledge and understanding of organisations, the external context in which they operate and how they are managed. Care should be taken to ensure that the academic programme is properly related to the practical world of management. All programmes should ensure that candidates acquire a firm understanding of the major areas of knowledge which underpin general management, including:

1. the concepts, processes and institutions in the production and marketing of goods and/or services and the financing of business enterprise or other forms of organisation;
2. the concepts and applications of accounting, of quantitative methods, and management information systems including IT applications;
3. organisation theory, behaviour, HRM issues and interpersonal communications;
4. the processes and problems of general management at the operational and strategic level;
5. business research methods and consultancy skills;
6. the impact of environmental forces on organisations, including: legal systems; ethical, social, economic, and technological change issues;
7. the ability to respond to and manage change should be covered explicitly;
8. business policy and strategy;
9. leadership and entrepreneurship;
10. contemporary and pervasive issues, such as creativity, enterprise, innovation, e-commerce, knowledge management, globalisation and sustainability;
11. the international dimension to the above, including political risk and contemporary processes of regionalisation, emerging markets, global governance and globalisation.”

AACSB

The Association to Advance Collegiate Schools of Business (AACSB) International is an organisation originating in the USA, but now with an international membership. It accredits (since 1919!) bachelor’s, master’s and doctoral degree programmes in business administration and accounting all over the world. Next to accreditation AACSB International also trains faculty and administrators, performs research and publish reports on management education.

AACSB accredits institutions that grant degree programmes in business or management. Again, all ‘normal evaluation criteria can be found. Also there are no specific courses prescribed. The standards say about undergraduate and master programmes that it normally “includes learning experiences in such management-specific knowledge and skills areas as:

- Ethical and legal responsibilities in organizations and society.
- Financial theories, analysis, reporting, and markets.
- Creation of value through the integrated production and distribution of goods, services, and information.
- Group and individual dynamics in organizations.
- Statistical data analysis and management science as they support decision-making processes throughout an organization.
- Information technologies as they influence the structure and processes of organizations and economies, and as they influence the roles and techniques of management.
- Domestic and global economic environments of organizations.
- Other management-specific knowledge and abilities as identified by the school.”¹⁰⁵

Added are competencies for the master level:

¹⁰⁵ AACSB 2005: p. 15

- “Capacity to lead in organizational situations.
- Capacity to apply knowledge in new and unfamiliar circumstances through a conceptual understanding of relevant disciplines.
- Capacity to adapt and innovate to solve problems, to cope with unforeseen events, and to manage in unpredictable environments.”¹⁰⁶

¹⁰⁶ AACSB 2005: p. 16

5. Criteria and standards in general

5.1. Introduction

The distinction between criteria and standards often is “blurred”; they are used almost like synonyms. If there is made a distinction, then criteria seem more connected to evaluation. Criteria refer to ‘points of evaluation’, without an indication of the expected minimum level. Standards refer more to threshold values and thus are connected more with accreditation.¹⁰⁷ A standards implies a criterion. Both criteria and standards can be found together in evaluation schemes.

Criteria are formulated with the idea to measure whether or to what extent an institution of programme fulfils that criteria. So all problems connected to measurement also apply here. However, they will not be discussed here. Only a few remarks are made. The idea of evaluation is to collect evidence about one or mor elements of an institution or program. Evidence can be the result of quantitative or qualitative information gathering (for examples see CHEA 2003: p. 5).

Standards should be derived from objectives, so an evaluating agency, or an institution or programme needs to define what qualities or competencies they want alumni to have acquired during the program. Second one has to decide how to be sure alumni have acquired these qualities or competencies; what criteria and evidence are used to decide a student passes or fails? Here standards are at work, explicitly or implicitly, quantitative or qualitative.

Criteria can be distinguished according to different characteristics:

- **Procedural versus content criteria**
Frequently criteria relate to the way something is organised or arrived at. The idea is that when this way is ‘correct’, the result will be good. The same holds for quality: some criteria and standards (like clear statements of goals, the use of performance indicators, regular evaluation of achievement, etc.) indicate a “striving for good quality; they are not in themselves a guarantee of quality.”¹⁰⁸
- **Direct versus indirect measurable**
For example the quality of a programme can be measured by measuring the quality of its graduates. This can be done in a direct way by checking the quality of the graduates by an exam, or in an indirect way by measuring the views of employers about alumni.
- **Criteria on inputs, throughputs, outputs or outcomes**
Criteria can relate to what is put into a programme (e.g. the amount of staff), to what is done during the programme (e.g the programme content and its educational philosophy), to the results of exams, or to the success of the alumni in their professional jobs.

Up to some years ago, the objectives and performance of programmes was discussed in terms of subjects taught and by the number of students passing the exams. Nowadays the competencies attained become more and more important. We go into this subject in the next paragraph.

¹⁰⁷ ENQA 2003b: p. 34

¹⁰⁸ Anderson, et al. 2000: p. 11

Several distinctions with respect to standards can be made:

- Quantitative versus qualitative standards
Qualitative standards are formulated in terms like: ‘enough’ ‘good’ or ‘adequate’. What is enough, good or adequate stays implicit (so also the next item).
- Implicit versus explicit standards
In theory standards should be explicit. However, frequently quality standards are implicit, and at best inter-personal. They derive “from one’s own academic experience, links with employers and the professions and comparisons across the subjects and disciplines This is the connoisseur model of quality assurance”.¹⁰⁹ This relates to the idea that the ‘quality as a whole’ of an institution or programme cannot be reduced to a bunch of separate and easily measurable criteria and belonging standards.

5.2. Types of criteria

By inspecting the above discussed quality assurance models and regulations, we found a lot of criteria and standards. Some are used by one scheme only, others can be found in almost all. The names and titles of the criteria and standards sometimes are the same, sometimes are different. We have grouped them into categories, which may be arbitrary in some cases. The list below does not have the pretension to be complete. We made a selection based on the frequency the criteria are used in the schemes we consulted, and the relevance criteria had in our opinion for the logic and coherence of the list.

The criteria can relate to institutions as well as to programs, unless otherwise indicated.

Strategy

In this category fall criteria and standards that relate to the reasons of existence of the institution or program.

Criterion	Standard(s)
Mission	<ul style="list-style-type: none"> ▪ There is a clear, consistent, coherent, realizable mission ▪ The mission is revised on a regular basis
Objectives	<ul style="list-style-type: none"> ▪ The objectives of the institution or programme are clear, consistent, coherent, realizable ▪ The objectives are defined in terms of competencies
Target group(s)	<ul style="list-style-type: none"> ▪ The target group(s) of the programme are clear
Stakeholder involvement	<ul style="list-style-type: none"> ▪ All stakeholders are identified ▪ All stakeholders were involved in the formulation of the mission/objectives

Programme content

In this category there are criteria that relate to the characteristics of the program. More specific criteria on public administration programmes will be discussed in the next chapter.

Criterion	Standard(s)
Programme and strategy	<ul style="list-style-type: none"> ▪ The programme is in line with the programme objectives ▪ All objectives are covered by the program ▪ The programme is in accordance with the program’s target group(s)
Level	<ul style="list-style-type: none"> ▪ The programme level is in accordance with the degree level
Length	<ul style="list-style-type: none"> ▪ The program’s length is in accordance with the degree requirements

¹⁰⁹ Anderson, et al. 2000: p. 24

Core courses or subjects	<ul style="list-style-type: none"> ▪ All core courses or core subjects are taught in the programme ▪ Relevant auxiliary courses are taught
Electives	<ul style="list-style-type: none"> ▪ Electives are available (sometimes a specific amount or percentage is prescribed)
Internationalisation	<ul style="list-style-type: none"> ▪ The programme is international in content ▪ Students are encouraged to do part of their study abroad ▪ The programme facilitates the study abroad
Programme coherence	<ul style="list-style-type: none"> ▪ The programme is coherent ▪ There is a clear concept behind the program ▪ Relations between subjects are taught
Skills and attitudes	<ul style="list-style-type: none"> ▪ Skills and attitudes are trained in accordance with the programme objectives ▪ Skills and attitudes are trained in accordance with the target group(s) ▪ An internship is part of the programme (sometimes the length of the internship is prescribed)
Assessment ¹¹⁰	<ul style="list-style-type: none"> ▪ Programme elements are assessed in accordance with the programme objectives ▪ Programme elements are assessed in accordance with the target group(s) ▪ A thesis is part of the assessment

Admission

Here we group criteria and standards around the admission of students to the program.

Criterion	Standard(s)
Entrance requirements	<ul style="list-style-type: none"> ▪ The entrance requirements for the programme are clear ▪ The entrance requirements are adapted to the target group(s) ▪ The procedure for selection is clear ▪ The selection is executed accordingly to the procedure
Admission rates	<ul style="list-style-type: none"> ▪ The admission rate is in accordance with objectives ▪ The number of students from target groups is in accordance with objectives

Educational philosophy

In this category we find criteria and standards that relate to the 'didactics' of the program.

Criterion	Standard(s)
Educational philosophy	<ul style="list-style-type: none"> ▪ There is a clear educational philosophy ▪ The educational philosophy is in accordance with the programme objectives ▪ The educational philosophy is in accordance with the program's target group(s) ▪ This educational philosophy is realised in the programme in a coherent way
Assessments	<ul style="list-style-type: none"> ▪ The way the programme elements are assessed is in accordance

¹¹⁰ In some evaluation schemes Assessment gets a lot of attention; in appendix 7 as an example the criteria and standards used by AMBA are presented.

	with the educational philosophy
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Programme management

In this category there are criteria and standards with respect to the way the programme is managed.

Criterion	Standard(s)
Programme management	<ul style="list-style-type: none"> ▪ There is an identifiable person or (small) group responsible for the programme management with a significant degree of autonomy ▪ The programme management sees to development, monitoring and evaluation of programme mission and objectives, curriculum, quality assurance and relation with stakeholders ▪ There is a clear decision-making-structure for all relevant aspects ▪ Students and staff have enough possibilities to influence decision making

Quality management

Criteria and standards in this category have to do with the way the quality of the institution or the programme is assured.

Criterion	Standard(s)
Quality policy and objectives	<ul style="list-style-type: none"> ▪ There is a clear quality policy and are there are clear quality objectives (sometimes it is demanded to have quantitative quality objectives)
Quality plan and process	<ul style="list-style-type: none"> ▪ There is a clear and consistent quality plan ▪ The quality process is a circular one; do the results of quality measurements have consequences for the institution or programme and its management
Course quality	<ul style="list-style-type: none"> ▪ The quality of the courses is measured regularly
Curriculum quality	<ul style="list-style-type: none"> ▪ The quality of the curriculum is measured regularly
Curriculum development	<ul style="list-style-type: none"> ▪ The curriculum is continuously developed as a consequence of changing circumstances or quality assessments ▪ The learning process is innovated regularly
Stakeholder involvement	<ul style="list-style-type: none"> ▪ All stakeholders are involved in the quality process
Output/outcome measurement	<ul style="list-style-type: none"> ▪ The satisfaction of students with courses and the curriculum is measured on a regular basis ▪ The satisfaction of graduates/alumni and employers with the curriculum is measured on a regular basis ▪ The competencies attained by the graduates are measured objectively

Faculty/teaching staff

In this category we find criteria and standards that relate to the faculty or teaching staff.

Criterion	Standard(s)
Quantity	<ul style="list-style-type: none"> ▪ There is enough faculty to execute the programme in the way it is intended ▪ The student/teacher ratio is in accordance with objectives

Quality	<ul style="list-style-type: none"> ▪ The quality of the faculty is in accordance with the programme objectives ▪ (for master and PhD programs) Enough faculty have PhD degrees ▪ (for master and PhD programs) A majority of the faculty is involved in research ▪ A majority of the faculty publishes on a regular basis ▪ A majority of the faculty is involved in international conferences or projects ▪ The educational quality of faculty is measured regularly ▪ There is enough opportunity for faculty to improve their educational skills ▪ Teaching by practitioners is part of the programme
'Jurisdiction'	<ul style="list-style-type: none"> ▪ There is a 'core' faculty that has enough jurisdiction to influence the program's curriculum and course contents
Personnel management	<ul style="list-style-type: none"> ▪ There is a 'good' personnel management ▪ There are clear criteria for selection, promotion and tenure of faculty ▪ The staff turnover is within planned limits ▪ There are regular interviews with faculty with respect to their performance and career development
Gender and minorities	<ul style="list-style-type: none"> ▪ There is a policy with respect to gender and (if this is an issue in the country) minorities ▪ This policy is adequate in relation to national circumstances ▪ The percentage of women and minorities is in accordance with the policy objectives

Facilities and support

Criteria and standards that relate to physical facilities and the support by administrative staff are grouped in this category

Criterion	Standard(s)
Budget	<ul style="list-style-type: none"> ▪ The budget is adequate to execute the programme as intended ▪ The budget resources are as planned
Library services	<ul style="list-style-type: none"> ▪ The library is adequate for the program ▪ Students have easy access to literature
Support staff	<ul style="list-style-type: none"> ▪ The number and quality of the support staff is adequate for the program
Classrooms	<ul style="list-style-type: none"> ▪ The number and type of classrooms are adequate for the program, the educational philosophy and the target group(s) ▪ The classrooms are well equipped
Instructional equipment	<ul style="list-style-type: none"> ▪ The instructional equipment is adequate for the course objectives
Offices	<ul style="list-style-type: none"> ▪ The offices for faculty and support staff are adequate for their tasks
ICT facilities	<ul style="list-style-type: none"> ▪ The availability of ict-equipment for faculty, support staff and students is adequate to attain the program's objectives

Student services

In this category we find criteria and standards relating to services for students

Criterion	Standard(s)
Student registration	<ul style="list-style-type: none"> ▪ The student registration system (including the registration of marks) is adequate and up to date ▪ The student's personal information is kept in accordance to privacy rules
Student information	<ul style="list-style-type: none"> ▪ Students are informed regularly about their progress ▪ Students are informed timely about programme rosters, course requirements and exams
Student tutoring	<ul style="list-style-type: none"> ▪ There is an adequate system of student tutoring ▪ This system is adapted to the target group(s)
Grievances	<ul style="list-style-type: none"> ▪ There is a clear system for grievances by students and grievances are dealt with quickly
Student involvement	<ul style="list-style-type: none"> ▪ Students can have influence on the curriculum and the way it is delivered
Public relations	<ul style="list-style-type: none"> ▪ Prospective students and others are adequately informed about the program, its objectives and results

Performance

Criteria and standards with respect to the performance of the institution or programme are grouped into this category

Criterion	Standard(s)
Competencies attained	<ul style="list-style-type: none"> ▪ (if competencies are defined) The competencies attained by graduates are measured
Satisfaction scores of stakeholders	<ul style="list-style-type: none"> ▪ The satisfaction of graduates or alumni with the programme are measured ▪ The satisfaction of employers of graduates with the programme are measured ▪ The satisfaction of other relevant stakeholders with the programme are measured ▪ The respective satisfaction scores are adequate in relation to the objectives for them
Success rate and retention scores	<ul style="list-style-type: none"> ▪ Retention rate in the first year is in accordance with objectives ▪ The percentage of students that graduate is in accordance with the objectives ▪ The average time to graduation is in accordance with the objectives ▪ Rate of transfer to employment after graduation is in accordance with objectives ▪ (form bachelor programs) The admission rate for graduate programmes is in accordance with objectives

Community service

Although not present in all schemes, within this category we placed criteria and standards relating to the connection with, and the impact on, the program's environment.

Criterion	Standard(s)
Mission and objectives	<ul style="list-style-type: none"> ▪ Community service is an important element in the mission and objectives of the institution or programme
Programme	<ul style="list-style-type: none"> ▪ Community service is integrated in the curriculum

content	
Facilities and support	<ul style="list-style-type: none"> ▪ Facilities and support for community service are adequate
Quality management	<ul style="list-style-type: none"> ▪ The results of community service are regularly evaluated and the policy towards community service is reviewed on a regular basis as result of changing circumstances or evaluation of results

5.3. Competencies

What competencies (learning outcomes in terms of knowledge, skills and abilities) graduates of university degree programmes should have acquired, is becoming a more and more important issue in evaluation. The Irish accreditation organisation HETAC sees competencies as degree standards or learning outcomes, and describes them as: “the expected outcomes of learning, inclusive of all education and training. They do not refer to inputs or processes. They concern both general standards (for a level in the framework, or an award-type) and specific standards for fields of learning. It is intended that Standards would be reference points, a concise summary of the learning outcomes that a learner might reasonably be expected to achieve, if full advantage is taken of the learning opportunities provided. They are statements of what a learner will have learnt if the requirements of the award-type have been satisfied. They allow for diversity in programmes according to the purpose of an award and the mission of a provider.¹¹¹

There is much difference in the answers one gets on the question what competencies should be acquired, depending who is answering: representatives from business or academics from universities, or graduates from universities. Anderson¹¹² presents a table from an 1994 research on this issue:

Competence	business	university
Communication skills	1	7
Capacity to learn new skills	2	5
Capacity for cooperation	3	8
Capacity to solve problems	4	3
Ability to apply knowledge	5	4
Capacity to work alone	6	6
Theoretical knowledge	7	1
Capacity to use computers	8	2
Understanding of ethics	9	12
General business knowledge	10	11
Specific work skills	=11	9
Broad background general knowledge	=11	10

Like results can be found in other studies as are differences between countries on some, but not all generic competencies.¹¹³

Nevertheless, competencies become more and more popular. CHEA (the USA accreditor of accreditation organisations) demands from accreditors in the USA that they check whether

¹¹¹ HETAC 2005b: p. 1

¹¹² Anderson, et al. 2000: p. 27

¹¹³ González, et al. 2003: pp. 82-88. See also below

programmes use targets and evidence of learning outcomes in their mission, quality improvement process, and information to (new) students and other constituents.¹¹⁴

We can distinguish between general or generic competencies that depend on the level of the degree (bachelor, master or Ph.D), and professional criteria that depend on the discipline the programme is preparing for.

General/generic academic competencies

In Australia some universities have formulated general academic competencies for all their graduates. For example a graduate of the University of South Australia:

- operates effectively with and upon a body of knowledge of sufficient depth to begin professional practice;
- is prepared for life-long learning in pursuit of personal development and excellence in professional practice;
- is an effective problem solver, capable of applying logical, critical, and creative thinking to a range of problems;
- can work both autonomously and collaboratively as a professional; is committed to ethical action and social responsibility as a professional and citizen;
- communicates effectively in professional practice and as a member of the community;
- and demonstrates an international perspective as a professional and as a citizen.¹¹⁵

More often the formulation of these degree-level competencies are left to the program.

In Europe some ‘rules’ for these competencies are formulated. They are known as the ‘Dublin Descriptors’ and the need to be interpreted and detailed by the programs. In appendix 6 these descriptors are presented.

May be not by coincidence these descriptors are named after the capital of Ireland, while this country has done a lot in this area. The Higher Education and Training Awards Council (HETAC) gives learning outcome standards for different fields (among which business), for levels 6 to 9 (where 7 is bachelor and 8 is master level). The learning outcomes or competencies HETAC describes in general terms are¹¹⁶:

Learning outcome	Level and description
Knowledge: breadth	Level 7: Specialised knowledge across a variety of areas Level 8: Understanding of the theory, concepts and methods pertaining to a field (or fields) of learning.
Knowledge: kind	Level 7: Recognition of limitations of current knowledge and familiarity with sources of new knowledge; integration of concepts across a variety of areas Level 8: Detailed knowledge and understanding in one or more specialised areas, some of it at the current boundaries of the field(s).
Know-How & Skill: Range	Level 7: Demonstrate specialised technical, creative or conceptual skills and tools across and area of study Level 8: Demonstrate mastery of a complex and specialised area of skills and tools; use and modify advanced skills and tools to conduct closely guided research, professional or advanced technical activity
Know-How &	Level 7: Exercise appropriate judgement in planning, design, technical

¹¹⁴ CHEA 2003: pp. 1-2

¹¹⁵ Anderson, et al. 2000: p. 28

¹¹⁶ HETAC 2005c

Skill: Selectivity	and/or supervisory functions related to products, services, operations or processes Level 8: Exercise appropriate judgement in a number of complex planning, design, technical and/or management functions related to products, services, operations or processes, including resourcing
Competence: Context	Level 7: Utilise diagnostic and creative skills in a range of functions in a wide variety of contexts Level 8: Use advanced skills to conduct research, or advanced technical or professional activity, accepting accountability for all related decision making; transfer and apply diagnostic and creative skills in a range of contexts
Competence: Role	Level 7: Accept accountability for determining and achieving personal and/or group outcomes; take significant supervisory responsibility for the work of others in defined areas of work Level 8: Act effectively under guidance in a peer relationship with qualified practitioners; lead multiple, complex and heterogeneous groups
Competence: Learning to Learn	Level 7: Take initiative to identify and address learning needs and interact effectively in a learning group Level 8: Learn to act in variable and unfamiliar contexts; learn to manage learning tasks independently, professionally and ethically
Competence: Insight	Level 7: Express an internalised personal world view, manifesting solidarity with others Level 8: Express a comprehensive internalised, personal world view manifesting solidarity with others

In the paragraph on professional competencies we come back to the HETAC standards for business.

In 2000 in Europe a project started to develop generic as well as subject-related competencies for all kind of fields via an standardized written consultation process with graduates employers and academics.¹¹⁷

In this project the following list of generic competencies for university graduates were deduced from the questionnaires from academics, graduates and employers¹¹⁸:

Competence	ranking			
	acad	grad	empl	grad+empl
Capacity for analysis and synthesis	2	1	3	1
Capacity for applying knowledge in practice	5	3	2	3
Basic general knowledge	1	12	12	12
Grounding in basic knowledge of the profession	8	11	14	13
Oral and written communication in your native language	9	7	7	5
Knowledge of a second language	15	14	15	15
Elementary computing skills	16	4	10	8
Research skills	11	15	17	16
Capacity to learn	3	2	1	2
Critical and self-critical abilities	6	10	9	10

¹¹⁷ Tuning Project Group 2001

¹¹⁸ González, et al. 2003: pp. 85-88

Capacity to adapt to new situations	7	5	4	4
Capacity for generating new ideas (creativity)	4	9	6	7
Decision-making	12	8	8	9
Interpersonal skills	14	6	5	6
Ability to work in an interdisciplinary team	10	13	11	11
Appreciation of diversity and multiculturality	17	17	16	17
Ethical commitment	13	16	13	14

Especially the disagreement on the competence ‘Basic general knowledge’ is striking.

Another example of generic competencies can be found in Germany, where the KMK and ZEvA¹¹⁹ have defined such competencies for universities with a bachelor-master structure. They distinguish 3 categories of generic competencies:

- methods competencies
like study strategies, media competency, information gathering, planning, project management, innovation, learn competency, advice competency and research competency
- social competencies
like team-, conflict-, presentation- and management competencies, entrepreneurship, international orientation, and languages
- self-competencies
like self-management, performance capacity, flexibility, mobility, creativity, empathy and ethical behaviour.

As can be seen from these examples there are as many series of competencies as there are publications. On closer observation there is a lot of overlap, but a real ‘generic’ and agreed upon list is not available yet.

Professional competencies

Australian labor market authorities have adopted the Australian Qualifications Framework (AQF), in which qualifications are defined for all levels of post-compulsory education and training.¹²⁰ A similar framework is developed in New Zealand.

Also in business education the outputs of business administration education is formulated in terms of competencies more and more, instead of formulating what courses should be taught in a MBA-program.¹²¹

As said in the previous paragraph, HETAC has developed competency standards for business. They are a specification of the general standards presented in the last paragraph. In appendix 8 these business competency standards are presented.

The South African Qualifications Authority (SAQA) has developed qualification requirements in terms of competencies for many qualifications, including several in the field of public administration, public policy and politics.¹²² However, the competencies are formulated by the universities themselves, and so differ between different programs. By way of example, the competencies for the Master of Administration degree of the University of Durban-Westville and of the University of the Free State can be found in appendix 9.

¹¹⁹ KMK 2003 and ZEvA 2003

¹²⁰ AQF 2001; see also appendix 5

¹²¹ See for example the criteria and standards used in MBA evaluation in appendix 7

¹²² SAQA 2005

Professional competencies are supposed to be defined by, or at least with the help of, the professional field. A discussion on competencies relevant for the field of practice can be an important step in the development of a relevant curriculum.

Criteria and standards with respect competencies

When competencies are used to define the program's learning outcomes, sometimes criteria and standards are used with respect to these competencies. The following have been observed in the evaluation schemes (some have been presented above already):

Criterion	Standard(s)
Programme objectives	▪ The objectives are defined in terms of competencies
Stakeholder involvement	▪ All stakeholders are involved in the definition of the competencies
Programme content	▪ All competencies are visible/recognisable in the programme
Competencies attained	▪ The competencies attained by graduates are measured, if possible objectively
Public relations	▪ The competencies of the programme and the achievement results are clearly communicated with the outside world

6. Specific criteria and standards in public administration

In the previous chapter a lot of criteria and standards were discussed. Many of them are used in the evaluation of public administration programmes as well. Here we will discuss those criteria and standards that are specific for public administration programs, because they relate to the content of public administration programs.

6.1. Naspaa

Interesting for our purpose here are those standards that are specific for a public administration program. They can be found under the heading of Curriculum. No specific courses are prescribed. It says: “The common and additional curriculum components shall develop in students general competencies that are consistent with the programme mission. The curriculum components are designed to produce professionals capable of intelligent, creative analysis and communication, and action in public service. The common curriculum components shall enhance the student's values, knowledge, and skills to act ethically and effectively”. After this a couple of elements of the programme are summed as belonging to the common curriculum components:

- Management of Public Service Organizations
 - Human resources
 - Budgeting and financial processes
 - Information management, technology applications, and policy
- Application of Quantitative and Qualitative Techniques of Analysis
 - Policy and programme formulation, implementation and evaluation
 - Decision-making and problem-solving
- Understanding of the Public Policy and Organizational Environment
 - Political and legal institutions and processes
 - Economic and social institutions and processes
 - Organization and management concepts and behaviour

Further more the standards say: “A carefully planned internship experience shall be made available by the programme and students who lack a significant professional work background shall be strongly encouraged to take advantage of it.”¹²³

6.2. CPM

In the accreditation standards the following public administration specific standards can be found¹²⁴:

- *“Programme Administration.* Each programme must have a governing or advisory board including representation from local and state government and provisions for membership for, one or more CPM graduates and which will support the programme by constructive review of curriculum and administrative procedures.
- *Programme Design.* Each programme will provide opportunities for participants to apply the training to their work environment situations. The core curriculum must address four general areas:
 - *General Administration and Organization.* Areas such as an overview of the field of management; the role, functions, responsibilities and skills of the effective manager, managerial ethics and professionalism; planning models;

¹²³ NASPAA 2005b: pp. 9-10

¹²⁴ NCPMC 2005

- the nature of organizational goal setting; organizational design; and organizational assessment, evaluation and change.
- *Technical and Quantitative.* Areas such as management accounting; the budgetary process and the budget system used in the jurisdiction; basic knowledge of the capabilities, limitation, and potential uses of computers; statutes and regulations that govern personnel management and the responsibilities and potential liabilities of manager's actions; and the basic principles of administrative law.
 - *Analytical and Conceptual.* Areas such as problem solving and decision making models; research design tools; quantitative techniques necessary to solve problems and make decisions; and the tools necessary to analyze trends and patterns that enable managers to make reliable projections.
 - *Human Skills.* Areas such as effective interpersonal and organizational communication; leadership styles and the impact on employee morale and productivity; motivation, including employee performance, performance standards and performance feedback; discipline and grievance handling; and the principles of effectively managing work groups including the management of conflict.”

Although no specific courses are prescribed, the amount of subjects that should be covered by the programme is quite large.

6.3. EAPAA

First of all EAPAA defines the domain it is accrediting for: “The programme to be accredited should have as its major subject Public Administration in the broadest sense of the word. This embraces governance and all the aspects of management and policy that come with it, as well as the social and economic environments that affect it and are affected by it. Also it embraces the understanding of democratic values. The responsibility of the accredited programmes is not just to teach technical proficiency, but also to teach Public Administration according to academic standards based on positive and normative theory and empirical research.” And under the heading Multidisciplinary the specific disciplines relevant for public administration are mentioned: “Public Administration programmes should be multidisciplinary in character: relevant core concepts and theories in the disciplines of economics, law, political science and sociology should be taught in the programme with explicit focus on the interrelations between the disciplines.”¹²⁵ Under Core Components the above about multidisciplinary is more or less repeated: the core curriculum should provide:

- thorough teaching of the basic concepts, theories, methods and history (classics) of Public Administration, either through courses in Public Administration, or in the context of courses in the basic disciplines
- research methods, concepts and theories from the disciplines of economics, law, political science and sociology, as well as the relationship between these fields
- public finances, informatisation, and public management

About practical training the criteria say that there should be adequate training, preferably in the form of an internship.

¹²⁵ EAPAA 2003: p. 5

7. Conclusion

When we take all information presented above together, we can make some observations. First there is much diversity, especially in terminology. Quality and quality improvement is sought through evaluation of institutions or programmes whereby a diversity of instruments is used, like audits, benchmarking and accreditation.

Second, and quite 'surprising' after the first observation, there is also much similarity. Upon closer inspection, a lot of instruments with different names, are the same with respect to the basic method. Almost all external evaluations are based upon a self-evaluation and a site visit by experts, while a set of criteria or standards is used. And also the kind of criteria used is quite similar. This the reason we 'dared' to present a set of generally used evaluation criteria. Most criteria have qualitative standards, with quite some room for 'interpretation' and differences in rigour of use.

However, the differences with respect to the public administration specific evaluation criteria were too big to do the same for these. Much depends upon the perception an institution has on public administration, and on the type of detailed-ness one wants to have in evaluation.

Appendices

1 Abbreviations of organizations and their websites

[let op nog sorteren of alfabet]

Abbreviation	Full name (country or region) Website
AACPM	The American Academy of Certified Public Managers http://www.cpmacademy.org/
AACSB	The Association to Advance Collegiate Schools of Business http://www.aacsb.edu
AMBA	Association of MBA's http://www.mbaworld.com/
AQF	Australian Qualifications Network http://www.aqf.edu.au/
AUQA	Australian Quality Agency http://www.auqa.edu.au/
CAPES	Coordenação de Aperfeiçoamento de Pessoal de Nível Superior, Brazil http://www.capes.gov.br/capes/portal/
CAPPA	Canadian Association of Programmes in Public Administration http://www.cappa.ca/
CHE	Council for Higher Education, South Africa http://www.che.ac.za/
CHEA	The Council for Higher Education Accreditation, USA http://www.chea.org/
CIC	The Committee on Institutional Cooperation A consortium of the chief academic officers of twelve major teaching and research universities in the USA http://www.cic.uiuc.edu/
CLAD	Centro Latinoamericano de Administracion para el Desarrollo www.clad.ve
CNAP	Comisión Nacional de Acreditación, Chile http://www.cnap.cl/
EAPAA	European Association for Public Administration Accreditation (Europe) www.eapaa.org
EFMD	European Foundation for Management Development www.efmd.org
EHEA	European Higher Education Area
ENQA	European Association for Quality Assurance in Higher Education (former: European Network for Quality Assurance in Higher Education) (Europe) www.enqa.net
EPAS	EFMD Programme Accreditation System A new international accreditation scheme, complementary to the EQUIS system http://www.efmd.org/html/Accreditations/cont_detail.asp?TID=1&AID=050713nlfp&ID=050713ljen
EQUAL	The International Association of Quality Assessment and Accreditation Agencies in the field of European management education. See EFMD-website and search for EQUAL
EQUIS	The European Quality Improvement System, for MBA programs;

	organised by the EFMD http://www.efmd.org/html/Accreditations/cont_detail.asp?id=040929rpku&aid=041029wupz&tid=1
HEA	The Higher Education Academy, UK; The Academy's mission is to help institutions, discipline groups and all staff to provide the best possible learning experience for their students http://www.heacademy.ac.uk
HEFCE	Higher Education Funding Council for England http://www.hefce.ac.uk/
HETAC	Higher Education and Training Awards Council, Ireland http://www.hetac.ie/
IAUP	International Association of University Presidents http://www.ia-up.org/
IASIA	International Association of Schools and Institutes of Administration http://www.iiasiisa.be/schools/aeacc.htm
INPAE	InterAmerican Network for Public Administration Education
INQAAHE	International Network of Quality Assurance Agencies in Higher Education http://www.inqaahe.org/
NAAC	National Assessment and Accreditation Council http://www.naac-india.com/
NASPAA	National Association of Schools of Public Affairs and Administration (USA) www.naspaa.org
NISPAcee	Network of Institutes and Schools of Public administration in Central and Eastern Europe http://www.nispa.sk/_portal/homepage.php
NCPMC	National Certified Public Manager Consortium, USA http://www.cpmconsortium.org/
NOQA	Nordic Quality assurance Network in Higher Education http://www.kka.fi/nordicquality/index.lasso
NZQA	New Zealand Qualifications Authority http://www.nzqa.govt.nz/
QAA	The Quality Assurance Agency for Higher Education (UK) http://www.qaa.ac.uk
QCA	Qualifications and Curriculum Authority, UK http://www.qca.org.uk/
UNDESA/DPADM	United Nations Department of Economic and Social Affairs, Division for Public Administration and Development Management http://www.unpan.org/dpepa.asp

2 Composition of the IASIA/UNDESA Task Force on Standards of Excellence in Public Administration Education and Training

- Prof. Allan Rosenbaum representing UNDESA and IASIA and serving as Chairperson of the Task Force;
- Prof. Ram Kumar Mishra: Representing IASIA (Member)
- Ms. Christine Meinenger: Representing IASIA (Member)
- Mr. Bianor Scelza Cavalcanti: Representing IASIA (Member)
- Dr. John-Mary Kauzya: Representing UNDESA (Member)
- Prof. Bobby Soobrayan: Representing UNDESA (Member)
- Ms. Barbara Kudrycka: Representing UNDESA (Member)
- Prof. Jide Balogun: Representing UNDESA (Member)

3 European standards for internal quality assurance within higher education institutions¹²⁶

1. Policy and procedures for quality assurance: Institutions should have a policy and associated procedures for the assurance of the quality and standards of their programmes and awards. They should also commit themselves explicitly to the development of a culture which recognises the importance of quality, and quality assurance, in their work. To achieve this, institutions should develop and implement a strategy for the continuous enhancement of quality. The strategy, policy and procedures should have a formal status and be publicly available. They should also include a role for students and other stakeholders.
2. Approval, monitoring and periodic review of programmes and awards: Institutions should have formal mechanisms for the approval, periodic review and monitoring of their programmes and awards.
3. Assessment of students: Students should be assessed using published criteria, regulations and procedures which are applied consistently.
4. Quality assurance of teaching staff: Institutions should have ways of satisfying themselves that staff involved with the teaching of students are qualified and competent to do so. They should be available to those undertaking external reviews, and commented upon in reports.
5. Learning resources and student support: Institutions should ensure that the resources available for the support of student learning are adequate and appropriate for each programme offered.
6. Information systems: Institutions should ensure that they collect, analyse and use relevant information for the effective management of their programmes of study and other activities.
7. Public information: Institutions should regularly publish up to date, impartial and objective information, both quantitative and qualitative, about the programmes and awards they are offering.

¹²⁶ ENQA 2005: p. 6; this is the summary of the standards; a more elaborate text can be found in the report itself.

4 European standards for the external quality assurance of higher education¹²⁷

1. Use of internal quality assurance procedures: External quality assurance procedures should take into account the effectiveness of the internal quality assurance processes described in European standards for internal quality assurance within higher education institutions.
2. Development of external quality assurance processes: The aims and objectives of quality assurance processes should be determined before the processes themselves are developed, by all those responsible (including higher education institutions) and should be published with a description of the procedures to be used.
3. Criteria for decisions: Any formal decisions made as a result of an external quality assurance activity should be based on explicit published criteria that are applied consistently.
4. Processes fit for purpose: All external quality assurance processes should be designed specifically to ensure their fitness to achieve the aims and objectives set for them.
5. Reporting: Reports should be published and should be written in a style, which is clear and readily accessible to its intended readership. Any decisions, commendations or recommendations contained in reports should be easy for a reader to find.
6. Follow-up procedures: Quality assurance processes which contain recommendations for action or which require a subsequent action plan, should have a predetermined follow-up procedure which is implemented consistently.
7. Periodic reviews: External quality assurance of institutions and/or programmes should be undertaken on a cyclical basis. The length of the cycle and the review procedures to be used should be clearly defined and published in advance.
8. System-wide analyses: Quality assurance agencies should produce from time to time summary reports describing and analysing the general findings of their reviews, evaluations, assessments etc.

¹²⁷ ENQA 2005: p. 7; this is the summary of the standards; a more elaborate text can be found in the report itself.

5 Australian Qualification Framework: HE Qualification Guidelines¹²⁸

For bachelor levels this framework says:

“Characteristics of learning outcomes at this level include:

- the acquisition of a systematic and coherent body of knowledge, the underlying principles and concepts, and the associated communication and problem-solving skills;
- development of the academic skills and attributes necessary to undertake research, comprehend and evaluate new information, concepts and evidence from a range of sources;
- development of the ability to review, consolidate, extend and apply the knowledge and techniques learnt, including in a professional context;
- a foundation for self-directed and lifelong learning; and
- interpersonal and teamwork skills appropriate to employment and/or further study.

A course leading to this qualification also usually involves major studies in which a significant literature is available. Course content is taken to a significant depth and progressively developed to a high level which provides a basis for postgraduate study and professional careers.”

For a master degree the following competencies are defined:

“Characteristics of learning outcomes at this level include the mastery or overview of the relevant field of study or area of professional practice and the emphasis may range from the acquisition or enhancement of specific professional or vocational skills and knowledge, usually undertaken in a combination of coursework and research, through to the acquisition of in-depth understanding in a specific area of knowledge which is usually undertaken through research.

A graduate of a Master's degree programme is able to:

- provide appropriate evidence of advanced knowledge about a specialist body of theoretical and applied topics;
- demonstrate a high order of skill in analysis, critical evaluation and/or professional application through the planning and execution of project work or a piece of scholarship or research; and
- demonstrate creativity and flexibility in the application of knowledge and skills to new situations, to solve complex problems and to think rigorously and independently.”

For a doctoral degree it says:

“Characteristics of learning outcomes at this level include a substantial original contribution to knowledge in the form of new knowledge or significant and original adaptation, application and interpretation of existing knowledge. These characteristics of learning outcomes may be based on a comprehensive and searching review of the literature, experimentation, creative work with exegesis or other systematic approach or may be based on advanced, searching and expansive critical reflection on professional theory and practice.

A graduate of a Doctoral degree programme is able to:

- carry out an original research project, or a project(s) addressing a matter of substance concerning practice in a profession at a high level of originality and quality; and
- present a substantial and well ordered dissertation, non-print thesis or portfolio, for submission to external examination against international standards.”

¹²⁸ AQF 2001

6 Dublin Descriptors for Bachelor and Master degrees

Qualifications that signify completion of the first cycle are awarded to students who:

- have demonstrated knowledge and understanding in a field of study that builds upon and their general secondary education, and is typically at a level that, whilst supported by advanced textbooks, includes some aspects that will be informed by knowledge of the forefront of their field of study;
- can apply their knowledge and understanding in a manner that indicates a professional approach to their work or vocation, and have competences typically demonstrated through devising and sustaining arguments and solving problems within their field of study;
- have the ability to gather and interpret relevant data (usually within their field of study) to inform judgements that include reflection on relevant social, scientific or ethical issues;
- can communicate information, ideas, problems and solutions to both specialist and non-specialist audiences;
- have developed those learning skills that are necessary for them to continue to undertake further study with a high degree of autonomy.

Qualifications that signify completion of the second cycle are awarded to students who:

- have demonstrated knowledge and understanding that is founded upon and extends and/or enhances that typically associated with Bachelor’s level, and that provides a basis or opportunity for originality in developing and/or applying ideas, often within a research³ context;
- can apply their knowledge and understanding, and problem solving abilities in new or unfamiliar environments within broader (or multidisciplinary) contexts related to their field of study;
- have the ability to integrate knowledge and handle complexity, and formulate judgements with incomplete or limited information, but that include reflecting on social and ethical responsibilities linked to the application of their knowledge and judgements;
- can communicate their conclusions, and the knowledge and rationale underpinning these, to specialist and non-specialist audiences clearly and unambiguously;
- have the learning skills to allow them to continue to study in a manner that may be largely self-directed or autonomous.

Differentiating between cycles

Cycle	Knowledge and understanding:
1 (Bachelor)	[Is] supported by advanced text books [with] some aspects informed by knowledge at the forefront of their field of study ..
2 (Master)	provides a basis or opportunity for originality in developing or applying ideas often in a research* context ..
3 (Doctorate)	[includes] a systematic understanding of their field of study and mastery of the methods of research* associated with that field..
	Applying knowledge and understanding:
1 (Bachelor)	[through] devising and sustaining arguments
2 (Master)	[through] problem solving abilities [applied]

	in new or unfamiliar environments within broader (or multidisciplinary) contexts ..
3 (Doctorate)	[is demonstrated by the] ability to conceive, design, implement and adapt a substantial process of research* with scholarly integrity ..[is in the context of] a contribution that extends the frontier of knowledge by developing a substantial body of work some of which merits national or international refereed publication ..
	Making judgements:
1 (Bachelor)	[involves] gathering and interpreting relevant data ..
2 (Master)	[demonstrates] the ability to integrate knowledge and handle complexity, and formulate judgements with incomplete data ..
3 (Doctorate)	[requires being] capable of critical analysis, evaluation and synthesis of new and complex ideas..
	Communication
1 (Bachelor)	[of] information, ideas, problems and solutions ..
2 (Master)	[of] their conclusions and the underpinning knowledge and rationale (restricted scope) to specialist and non-specialist audiences (monologue) ..
3 (Doctorate)	with their peers, the larger scholarly community and with society in general (dialogue) about their areas of expertise (broad scope)..
	Learning skills ..
1 (Bachelor)	have developed those skills needed to study further with a high level of autonomy ..
2 (Master)	study in a manner that may be largely self-directed or autonomous..
3 (Doctorate)	expected to be able to promote, within academic and professional contexts, technological, social or cultural advancement ..

7 AMBA criteria and standards on Student Assessment

- The key purpose of student assessment is to enable students to demonstrate that they have met the objectives and achieved the learning outcomes of the programme at the standard required for the award of an MBA degree. The assessment scheme should have detailed criteria and specify the range and relative weights of the various assessment methods used. The assessment scheme should be comprehensive and consistent across the various subject areas.
- The assessment scheme should reflect the particular aims and characteristics of the course. Individual examinations should play a significant role in any such scheme since they are seen as testing intellectual rigour under controlled conditions. While innovation in assessment methods is welcomed, particularly where new teaching and learning methods are being used, detailed evaluation by the school of such innovations will also be looked for.
- Assessment should also be used to provide feedback to students and assist in the subsequent individual and group learning.
- Evidence is required that steps are taken to ensure that the individual's own work is being assessed, and that assessment standards are consistent.

8 HETAC Standards Business¹²⁹

Competence	Level 7 (bachelor)	Level 8 (master)
Knowledge-Breadth	<i>Specialised knowledge across a variety of areas</i>	<i>Understanding of the theory, concepts and methods pertaining to a field (or fields) of learning.</i>
	<ul style="list-style-type: none"> - A developed and integrated knowledge of basic business areas: <ul style="list-style-type: none"> • Management & Organisation (Including: Finance, Human Resources, Operations, Enterprise, Marketing and Strategy...) • Regulatory & Control Environment (Including: Taxation, Auditing and Corporate Governance . . .) • Information & Communication Systems (Including: Accounting, Information and Communications Technology, Systems Development and Management . . .) • Economics (Including: Sectoral and International Economics, Econometrics and History . . .) - A recognition of how business functions interrelate and are integrated. 	<ul style="list-style-type: none"> - An in-depth understanding of the theories, concepts and methods pertaining to the field of Business and/or the particular sub-field: <ul style="list-style-type: none"> • Management & Organisation • Business & Economic Environment • Information & Communication Systems - Understanding should be one of emergent critical appraisal. - An appreciation of the inter-relationships between business functions and processes.
Knowledge-Kind	<i>Recognition of limitations of current knowledge and familiarity with sources of new knowledge; integration of concepts across a variety of areas</i>	<i>Detailed knowledge and understanding in one or more specialised areas, some of it at the current boundaries of the field(s).</i>
	<ul style="list-style-type: none"> - Elaborated understanding and preliminary critical orientations towards established business frameworks and theories. - An integrated application towards disparate subject areas. - Contextualised and specialised knowledge of specific aspects of the business environment. 	<ul style="list-style-type: none"> - Extensive up-to-date knowledge and understanding of one or more of the core sub-fields of Business Studies, with a developed awareness of the received business environment, social responsibilities and the need for adaptation and change. - Demonstrate a knowledge that is integrated across a number of the core sub-fields, in general business degrees.
Know-How & Skill-Range	<i>Demonstrate specialised technical, creative or conceptual skills and tools across and area of study</i>	<i>Demonstrate mastery of a complex and specialised area of skills and tools; use and modify advanced skills and tools to conduct closely guided research, professional or advanced technical activity</i>
	<ul style="list-style-type: none"> - Technical communication to both peers and supervisors, in the particular sub-field. - Techniques, skills and knowledge for training in the particular sub-field of business. - Develop from the knowledge the specialist technical know-how, relevant to their particular sub-field. 	<ul style="list-style-type: none"> - Mastery of specialised business skills in one or more of the core sub-fields of business studies. - Ability to review the literature in a specified field or sub-field, to access business data from a variety of sources and to use appropriate qualitative and quantitative methodological techniques for the purposes of primary and secondary research. - Write, present and defend material that articulates ideas, insights and analysis, using a variety of business media. - Engage in debate in an organisational context, mindful of position. - Have a comprehensive awareness and understanding of core recognised professional and technical standards in the field. - Ability to use the current technical language to describe practices in business studies, or a sub-field and apply them to structured problems. - Demonstrate interpersonal skills of effective listening, negotiating, persuasion and presentation.

¹²⁹ HETAC 2005c

Know-How & Skill-Selectivity	<i>Exercise appropriate judgement in planning, design, technical and/or supervisory functions related to products, services, operations or processes</i>	<i>Exercise appropriate judgement in a number of complex planning, design, technical and/or management functions related to products, services, operations or processes, including resourcing</i>
	<ul style="list-style-type: none"> - Awareness of planning, design and innovation issues. - Awareness of the issues related to the non-structured business scenarios. 	<ul style="list-style-type: none"> - Ability to exercise judgement, to facilitate informed decisions on complex management, technical and functional areas relating to organisations, products, processes and services. - Ability to analyse business environments and to prepare options and scenarios to aid decision making in a business context.
Competence-Context	<i>Utilise diagnostic and creative skills in a range of functions in a wide variety of contexts</i>	<i>Use advanced skills to conduct research, or advanced technical or professional activity, accepting accountability for all related decision making; transfer and apply diagnostic and creative skills in a range of contexts</i>
	<ul style="list-style-type: none"> - Ability to supervise specific work tasks. - Ability to analyse, interpret and manipulate data in pursuit of solutions to specific business problems. 	<ul style="list-style-type: none"> - Ability to analyse, interpret and manipulate data in pursuit of solutions to complex business problems. - Ability to apply problem solving and creative thinking across the range of business sub-fields. - Capacity to contribute creatively to the process of business development. - Ability to integrate knowledge from a range of subject areas and analyse information from a variety of contexts. - A critical understanding of the general ethical implications of job roles and responsibilities in a business and wider social context.
Competence-Role	<i>Accept accountability for determining and achieving personal and/or group outcomes; take significant supervisory responsibility for the work of others in defined areas of work</i>	<i>Act effectively under guidance in a peer relationship with qualified practitioners; lead multiple, complex and heterogeneous groups</i>
	<ul style="list-style-type: none"> - Ability to take direction, accept criticism and use feedback to enhance own performance and that of others. - Capacity to participate constructively, (contribute and collaborate), in a non-structured team environment, across the core business areas. - Be self directed in terms of time, motivation and planning; and self-aware to be open and sensitive to others. 	<ul style="list-style-type: none"> - Capacity to participate constructively, (contribute, collaborate and direct, if so charged), in complex team environments across the core business areas. - Capacity to reflect on own practice and to develop an understanding of the pressure of organisational roles.
Competence-Learning to Learn	<i>Take initiative to identify and address learning needs and interact effectively in a learning group</i>	<i>Learn to act in variable and unfamiliar contexts; learn to manage learning tasks independently, professionally and ethically</i>
	<ul style="list-style-type: none"> - Ability to integrate knowledge and work-life experiences. - Develop ability for autonomous, independent learning. - Identify learning needs and develop learning competencies through case study, discussion groups and/or problem-based learning. 	<ul style="list-style-type: none"> - Ability to function effectively in differing business contexts. - Ability to act on own initiative to address own learning needs. - Have a developed awareness of the need for the continued enhancement of business competencies. - Ability to train others in a supervised environment, in an aspect of a specialised or general sub-field of business studies.
Competence-Insight	<i>Express an internalised personal world view, manifesting solidarity with others</i>	<i>Express a comprehensive internalised, personal world view manifesting solidarity with others</i>
	<ul style="list-style-type: none"> - Appreciation of social, community and ethical issues in a business context. 	<ul style="list-style-type: none"> - Capacity to be socially responsible and has developed a sense of own value system. - Capacity to draw complex information together and draw out policy implications. - Capacity to reflect on own practice and reorganise skills set in order to produce something new.

9 Competencies Master of Administration (South Africa)

University of Durban-Westville¹³⁰

The M. Admin (Dissertation) graduate is able to:

- Demonstrate the ability to carry out research independently.
- Critically review literature related to the topic area
- Demonstrate critical awareness of the chosen research design
- Integrate knowledge from a range of areas of the discipline to the topic under consideration
- Demonstrate insight and competence in theory and context of the discipline
- Demonstrate knowledge and the ability to apply research methodologies and techniques to the discipline concerned as a field of study
- Develop integration and communication skills through the design, execution and presentation of research

The M. Admin (Coursework) graduate is able to:

- Conduct research in the Human Resource environment
- Critically evaluate information and systematically relate it to different contexts of the discipline concerned
- Analyse the individual, group and organisation to determine effectiveness of the operation
- Use psychometric tests to determine, amongst others, the degree of problem solving and decision making that is essential in the appointment of individuals to positions
- Apply knowledge in the practical situation through the analysis of case studies.
- Transfer theoretical knowledge from a research project to the work place.
Demonstrate awareness that competence-based management development uses frameworks and profiles as a means of identifying developmental needs
- Identify matters pertaining to taxation, economic, monetary and fiscal issues, comment and solve problems on such matters by interpreting tax and fiscal legislation and tax case law.

The assessment criteria used to determine learner achievement of the stated exit-level outcomes for the Masters by Coursework include:

- The student must be able to conduct a strategic human resource plan.
- The student must be able to determine effect of change management on the organisation
- The student must be able to establish the functions of the manager in practice
- The student must be able to determine the adaptive capacity of management
- The student must be able to assess the problem solving and decision-making potential of individuals.
- The student must be able to ensure organisational effectiveness through training
- The student must be able to appreciate that man-machine system contribute towards productivity levels
- The student must be able to develop a training module.

¹³⁰ {SAQA, 2005 #6424: <http://regqs.saqa.org.za/viewQualification.php?id=2759>}

University of the Free State¹³¹

The planned combination of learning outcomes are integrated with critical cross-field outcomes for this qualification:

Practical Competency:

The demonstrated ability/skill to achieve the major Skills/Applied Competency of the qualification.

Foundational Competency:

The demonstrated understanding, by the Learner, of the embedded knowledge that underpins the end result/outcome.

Reflective Competency:

The demonstrated ability/skill to integrate or connect our performances and to reflect on, evaluate and adopt the above competencies.

To successfully complete the qualification the learner will have to demonstrate his/her learning via module specific learning outcomes as well as critical cross-field learning outcomes.

Module specific outcomes will include capabilities relating to module knowledge and the understanding thereof within a management leadership context, and capabilities relating to integrated knowledge and skills from a variety of disciplines within the management leadership field.

Critical cross-field outcomes will include those specified in the learning outcomes for approved modules in the certificate and as appropriate to the learner`s field of practice.

1. Demonstrating specialized knowledge, analysis and application of selected Public Management issues.
2. Integrating and applying specialized knowledge and analytical skills from a variety of disciplines within public sector management.
3. Undertaking advanced and more independent research in public affairs an analysing and applying research findings in executive public management.

The learner will be able to analyse and apply the basic principles relevant to the following:

1. Initiate the identification of community needs and articulate them in workable policy policies.
2. Apply senior/executive management knowledge and skills to give effect to public policies.
3. Oversee the preparation of capital and operational budgets and develop strategies to implement them effectively and efficiently.
4. Consult relevant literature, undertake high level empirical research, draw valid conclusions from the findings and apply the gathered knowledge in addressing the needs of the community.
5. Communicate understandably in writing and verbally.
6. Work effectively and efficiently in groups.

¹³¹ {SAQA, 2005 #6424}: <http://regqs.saqa.org.za/viewQualification.php?id=8507>

7. Apply their advanced academic insight in practice.

Associated assessment Criteria

A learner should provide evidence of learning competency (knowledge, skills and attitude) by means of the following:

1. Identifying solutions for complex economic, social, political and technological problems in public service delivery.
2. Developing strategies and financial plans in specialized areas at senior/executive levels in public institutions for the improvement of the quality of life of citizens.
3. Dissertation written in accordance with set standards.

Integrated assessment:

- Competence is achieved, through continuous assessment by demonstrating the ability to achieve the outcomes of the qualification
- Evaluation of a written dissertation by a panel of internal and external examiners.
- Publication of an article containing research results in authoritative national journals.
- This will be supported by a module credit system, followed by a final exam on the modules for which credit was not obtained.

Assessment documents are moderated to ensure that:

- They conform to the scope and context of the competency as stipulated in the qualification.
- They are constructed in such a way that the Assessor assesses the critical outcomes applied, during the Learners activity performances, towards achieving an outcome.

Assessments are:

- To include confirmation of the Embedded Knowledge component to ensure that the Foundational Competency is achieved.
- To be verified by Internal Verifiers to ensure valid, credible, true and fair results.

10 NASPAA Standards¹³²

STANDARDS FOR PROFESSIONAL MASTERS DEGREE PROGRAMMES IN PUBLIC AFFAIRS, POLICY, ADMINISTRATION

Introduction

Purpose. The purpose of these standards for professional masters degree programmes in public affairs, policy, administration is to promote and maintain educational quality. These standards are used in NASPAA's peer review and accreditation process conducted by the Commission on Peer Review and Accreditation. NASPAA is recognized by the Council for Higher Education Accreditation (CHEA) as a specialized accrediting agency to accredit masters degree programmes in public affairs, policy, administration.

Applicability. These standards apply to individual masters degree programmes whose purpose is to provide professional education for leadership in public affairs, policy, administration. All versions of the degree programme seeking accreditation or reaccreditation are covered by these standards. These standards apply to individual masters degree programmes whose purpose is to provide professional education for leadership in public affairs, policy, administration. All versions, of the degree programme seeking accreditation or re-accreditation are covered by these standards. When off-campus and distance education programmes serve different missions, student populations, or utilize different educational technology or learning methods, these differences shall be described fully in order to demonstrate: • the extent to which educational offerings are consistent with and contribute to the mission; • the extent to which assessment and guidance processes ensure the comparability of the education offered; • the effects of these differences on students, faculty, administrators, systems, processes, and the allocation of programme resources and, therefore; • the effects of these differences on the education received by all students in the programme seeking accreditation regardless of where they are located. (See SSR Instructions, Standard 9, and NASPAA's Guidelines for Off-Campus and Distance Education, for details.)

Flexibility and Innovation. The primary concern of these standards is to achieve high quality professional education for persons entering public service. Flexibility and innovation in curriculum design and means of delivery are necessary in order to meet the diverse educational needs of full-time and part-time students, pre-entry and in-career students, students who are changing careers and students with interests in different career specialties in public affairs, policy, administration.

Overall Evaluation of Program. NASPAA recognizes that programmes will have differing missions and approaches to achieving excellence in public affairs education. Variations from the standards must be justified in light of a program's mission and success in fulfilling its mission. In arriving at an overall judgment on accreditation, COPRA shall balance consideration of substantial conformance with the standards and its assessment of overall programme quality and the unique mission of that program.

1.0 Eligibility for Peer Review and Accreditation

1.1 Eligibility. These standards assume a commitment to the use of peer review procedures to assess educational quality. Formal peer review and accreditation processes of NASPAA are open to programmes which meet the following criteria;

¹³² NASPAA 2005b: pp. 6-14

1.2 Institutional Accreditation. The parent institution is accredited by its regional association;

1.3 Professional Education. The primary objective is professional education preparing persons for leadership and management roles in public affairs, policy, administration;

1.4 Programme Length. The programme must have been in operation at least four years to provide adequate data for evaluating programme policies, procedures, and placement of graduates.

2.0 Programme Mission

2.1 Mission Statement. The programme shall state clearly its educational philosophy and mission and have an orderly process for developing appropriate strategies and objectives consistent with its mission, resources, and constituencies.

2.2 Assessment. The programme shall assess its students' performance and the accomplishment of its objectives. Assessment procedures and measures may take any form appropriate to the programme and its circumstances, but each programme shall develop and use procedures for determining how well it carries out its mission.

2.3 Guiding Performance. The programme shall use information about its performance in directing and revising programme objectives, strategies, and operations.

3.0 Programme Jurisdiction

3.1 Administrative Organization. Effective public policy and public administration programmes may exist in several forms - sometimes as an autonomous department or school, sometimes as an accountable portion of some larger unit such as a school of administration or a department of political science. Within the framework of university organization, responsibility for the professional masters degree programme in public affairs and administration should rest with an identifiable component of faculty and an administrative organization capable of conducting the programme effectively. Recognizing wide variations in university structures, the intent is to achieve an appropriate focus of attention, direction, and accountability for the programme without prescribing any particular form of organization.

3.2 Identifiable Faculty. There is a public affairs and administration programme with identifiable faculty membership, whose primary responsibility for the programme is recognized at the next higher level of university organization.

3.3 Programme Administration. Responsibility for programme administration is assigned to a dean, chairperson, director, or other single administrator who is appointed after appropriate consultation with the programme faculty.

3.4 Scope of Influence. Within the framework of organization and process peculiar to the institution, the public affairs and administration faculty and/or administrator exercises initiative, and substantial determining influence with respect to:

- general programme policy and planning
- degree requirements
- new courses and curriculum changes
- admissions
- certification of degree candidates
- course scheduling and teaching assignment
- use of financial and other resources

- appointment, promotion, and tenuring of programme faculty.

4.0 Curriculum

4.1 Purpose of Curriculum. The purpose of the curriculum shall be to prepare students for professional leadership in public service.

4.2 Curriculum Components and General Competencies. The common and additional curriculum components shall develop in students general competencies that are consistent with the programme mission. The curriculum components are designed to produce professionals capable of intelligent, creative analysis and communication, and action in public service. Courses taken to fulfill the common curriculum components shall be primarily for graduate students. Both the common and the additional curriculum components need to be assessed as to their quality and consistency with the stated mission of the program.

4.21 Common Curriculum Components. The common curriculum components shall enhance the student's values, knowledge, and skills to act ethically and effectively: In the Management of Public Service Organizations, the components of which include: - Human resources - Budgeting and financial processes - Information management, technology applications, and policy. In the Application of Quantitative and Qualitative Techniques of Analysis, the components of which include: - Policy and programme formulation, implementation and evaluation - Decision-making and problem-solving With an Understanding of the Public Policy and Organizational Environment, the components of which include: - Political and legal institutions and processes - Economic and social institutions and processes - Organization and management concepts and behavior These area requirements do not prescribe specific courses. Neither do they imply that equal time should be spent on each area or that courses must all be offered by the public affairs, public policy or public administration programs. Nor should they be interpreted in a manner that might impede the development of special strengths in each program.

4.22 Additional Curriculum Components. Each programme shall clearly define its objectives for additional work and the rationale for the objectives, and shall explain how the curriculum is designed to achieve those objectives. The statement of objectives shall include any programme specializations or concentrations and the main categories of students to be served (e.g., pre-service, in-service, full-time, part-time). If a programme advertises its ability to provide preparation for a specialization or concentration in its catalog, bulletin, brochures, and/or posters, evidence shall be given that key courses in the specialization or concentration are offered on a regular basis by qualified faculty. Specialization or concentration courses may be offered by units other than the public affairs or administration program. The specialization and concentration courses shall not be substitutes for the common curriculum components.

4.3 Minimum Degree Requirements. Students with little or no educational background or professional experience in the common and additional curriculum components are expected to devote the equivalent of two academic years of full-time study to complete the professional masters degree program. Where students have had strong undergraduate preparation in the common curriculum requirements or have been engaged in significant managerial activities, some of the subject matter requirements might be appropriately waived or reduced. Even in such cases, students ordinarily must spend the equivalent of a calendar year of full-time study in formal academic work, exclusive of an internship, to obtain the professional masters degree. A calendar year is defined as two semesters and a summer session at least eight weeks in duration or four quarters (exclusive of internship) of full-time academic work.

4.4 Internships. A carefully planned internship experience shall be made available by the programme and students who lack a significant professional work background shall be strongly encouraged to take advantage of it. The programme shall provide on-going academic supervision. Internship programmes shall generally reflect NASPAA's internship guidelines.

5.0 The Faculty

5.1 Faculty Nucleus. There must be a faculty nucleus that accepts primary responsibility for the professional graduate program. This regular faculty should consist of a sufficient number of full-time faculty significantly involved with the programme to support the set of teaching, research and service responsibilities appropriate to the size and structure of the program. In no case should this faculty nucleus be fewer than five (5) full-time persons. The institution should specify how each regular faculty member is involved in the teaching and related research and service aspects of the program. At least 50 percent of the courses offered in the curriculum as well as at least 50 percent of the courses covering the common curriculum components shall be taught by full-time faculty of the institution.

5.2 Professional Qualifications. At least 75 percent of the professional graduate program's full-time faculty should hold an earned doctorate or other equivalent terminal professional degree in their field. Any full-time faculty member lacking the terminal degree must have a record or outstanding professional or academic experience directly relevant to the faculty member's assigned responsibilities. Full-time faculty actively pursuing appropriate terminal degree are to be included in the 25 percent not holding a terminal degree.

5.3 Practitioner Involvement. The involvement of practitioners is integral to the activities of a professional masters degree program. The institution shall specify how it involves practitioners in its program. Where practitioners teach courses, there shall be satisfactory evidence of the quality of their academic qualifications, professional experience, and teaching ability.

5.4 Faculty Quality. In addition to the above, the qualitative adequacy of faculty members shall be demonstrated by their previous and current:

5.41 Instruction. Efforts to improve the instructional program, including student advisement, teaching methods, course content, and innovative curricula development;

5.42 Research. Research, writing, and publications;

5.43 Experience and Service. Professional experience and public service with government, industry, non-profit agencies, or consulting assignments.

5.5 Faculty Diversity. There should be evidence that specific plans are being implemented to assure the diversity of the composition of the faculty with respect to the representation of minorities, women, and persons with disabilities. Programmes and plan to insure faculty diversity shall generally reflect NASPAA's Diversity Guidelines.

6.0 Admission of Students

6.1 Admission Goals and Standards. Admission goals, policy and standards, including academic prerequisites, should be clearly and publicly stated, specifying any differences for pre-service, in-service or other categories of students, and reflecting specific concern for the representation of minorities, women, and persons with disabilities. Programmes and plans designed to insure student diversity shall generally reflect NASPAA's Diversity Guidelines.

6.2 Baccalaureate Requirement. Admission shall normally be limited to applicants with a baccalaureate degree from a regionally accredited institution and appropriately evaluated applicants from non-U.S. universities.

6.3 Admission Factors. Admission shall be limited to applicants showing good potential for success in professional graduate study and public service. Admission standards shall include several of the following factors about each applicant:

- (a) performance on the aptitude part of the Graduate Record Exam or the Graduate Management Admissions Test, or equivalent tests;
- (b) undergraduate grade point average and trend of grades;
- (c) rank in graduating class; and
- (d) biographical and career interest data and essays; and
- (e) evaluation of the quality of professional experience.

These admissions standards should recognize the need for different measures to establish the criteria of excellence between pre-service and in-service students. Final judgment on admission shall be based on a combination of several of the above indicators rather than on a single criterion in order to increase the quality of professional personnel entering the public service.

7.0 Student Services

7.1 Advisement and Appraisal. Strong and continuous programme advisement, career guidance, and progress appraisal shall be available for all students from the point of admission through graduation.

7.2 Placement Service. The programme and/or the institution shall provide an adequate placement service oriented to public affairs and administration.

8.0 Supportive Services and Facilities

8.1 Budget. The programme shall have financial resources sufficient to support its stated objectives.

8.2 Library Services. All students and faculty shall have reasonable access to library facilities and services that are recognized as adequate for master's level study in public affairs and administration. This would normally include texts, monographs, periodicals, serials, pamphlets, and research reports. The programme faculty should have a major role in selecting library acquisitions for its program.

8.3 Supportive Personnel. Adequate secretarial and clerical personnel should be available to enable the programme to meet its educational objectives.

8.4 Instructional Equipment. Programme faculty and students should have access to appropriate equipment for coursework and research, including computer facilities, visual aid devices, audio and video tapes and films.

8.5 Faculty Offices. The offices for faculty should provide adequate space and privacy for student counseling, course preparation, and other faculty responsibilities.

8.6 Classrooms. Appropriate classrooms should be available for the courses being offered. This would normally include rooms suitable for seminars, case discussions, simulation exercises, and lectures.

8.7 Meeting Area. An appropriate area should be available for students and faculty to meet informally and discuss class projects, internship experiences, and other programme matters.

9.0 Off-Campus and Distance Education

9.1 Definition and Scope Off-campus and distance education programmes are programmes in which

(a) students are located in facilities or at sites other than the main [parent] campus of the program, and/or

(b) the students do not engage regularly in face-to-face interaction with an instructor who is in physical proximity. Off-campus and distance education programmes can satisfy legitimate educational needs. When they serve different missions, student populations, or utilize different educational technology or learning methods from the parent campus, however, the burden is on the programme to provide adequate information that demonstrates: - the extent to which educational offerings are consistent with and contribute to the mission; the extent to which assessment and guidance processes ensure the comparability of the education offered; - the effects of these differences on students, faculty, administrators, systems, processes, and the allocation of programme resources and, therefore; - the effects of these differences on the education received by all students in the programme seeking accreditation regardless of where they are located.

9.2 Programme Mission, Assessment, and Guidance The programme shall present a statement of rationale that specifically addresses off-campus and distance education courses, sites, and programmes and that explains how this rationale emerges from and contributes to the mission, goals, and objectives of the institution's MPA program. The rationale for off-campus and distance education offerings shall be based on the distinctive aspects of the student population to be served and regional needs. The rationale also shall demonstrate its contributions to the mission, goals, objectives of the programme on the main (parent) campus.

9.3 Programme Jurisdiction The programme shall explain how and by whom educational, student services, and administrative policies and practices relate to off-campus and distance learning courses, programs, sites, and arrangements are formulated, administered, and assessed, including how comparability is assured.

9.4 Curriculum The core curriculum shall be comparable to the curriculum in the main campus (parent) program. The programme shall demonstrate the pertinence of the curriculum design and educational technologies to the program's mission, assessment, and guidance processes as well as with educational goals of specific offerings; comparability of offerings and requirements; compatibility of the educational technology with course goals and content; and the nature and availability of academic supports.

9.5 Faculty The faculty shall be comparable to the faculty in the main campus (parent) program. The programme shall demonstrate how: the main campus faculty maintains control over planning, design, delivery, and assessment of curriculum, courses, and instructions; off-campus and distance education offerings affect faculty workloads and assignments; instruction of off-campus and distance education courses is factored into the institution's retention, promotion, tenure, and merit review processes and decision criteria and; and policies and practices that promote faculty equity and diversity, and prohibit discrimination in off-campus and distance education, are comparable to those on the main campus.

9.6 Admission of Students Admission standards, procedures and criteria shall be comparable to those used on the main campus.

9.7 Student Services Students shall have access to academic and administrative support services that are comparable to student services available to students on the main campus.

9.8 Support Services and Facilities Support services and facilities shall be comparable to those on the main campus. The programme should identify contracts and arrangements that assure the on-going availability, access, and performance of services and facilities.

11 EAPAA Criteria¹³³

1 Preamble

The quality of government has a major impact on the lives of individual citizens and the orderly functioning of society. Systematic training programmes are essential to ensure the quality of (future) government officials. Through accreditation the European Association for Public Administration Accreditation (EAPAA) wants to make a contribution to the quality improvement and assurance of academic level Public Administration programmes in Europe. The European Accreditation of Programmes on Public Administration by EAPAA refers to:

- the evaluation and continuous improvement of
- Public Administration programmes
- that are offered by European universities and other academic level institutes
- with regard to their ability to satisfy stated or implied standards of quality
- followed by a formal decision to recognise or not to recognise the programme.

Public Administration programmes in Europe differ greatly. This is partly a result of differences in the structure of educational programmes among the European countries, but it is also due to explicit choices made by the developers of the programme. Any system of accreditation should respect the multiplicity of the programmes; this is possible by way of mission-based accreditation.

A mission is necessarily related to the structure within which programmes are set up and executed. For this reason, the institutional setting and the historical development of the programme are matters of importance.

It is recognised that programmes will have different missions and approaches to achieving excellence in Public Administration education. In arriving at an overall judgement on accreditation, consideration of substantial conformance with the standards and assessment of overall programme quality and the unique mission of that programme should be balanced.

1.1 Evaluation by interests groups

EAPAA makes a distinction between the accreditation process and the evaluation of individual Public Administration programmes by interest groups (e.g. students, alumni, or employers). EAPAA claims autonomy in its accreditation of Public Administration programmes, but in that process takes seriously into account the evaluations by interest groups of any given Public Administration programme.

1.2 Language

The language of the accreditation is English. However, the documents presented for the accreditation review may be produced in the language of the programme. When this language is not English, French or German, the institution applying for accreditation should provide a translation of the main documents in English, French or German.

1.3 National educational systems

The educational systems at university level in the European countries differ. In the accreditation system these differences will be taken into account as far as they pose constraints to the programme.

¹³³ EAPAA 2003

1.4 National evaluation systems

The national quality evaluation systems can put constraints on PA programmes as well. Where relevant, they will be taken into account also. Where possible, EAPAA will try to make use of the national quality evaluation system in order to minimise extra work for the EAPAA accreditation.

1.5 Formal exams for entrance to civil service

In Europe the systems of entrance to the Civil Service differ. In some countries formal exams must be passed. In judging PA-programmes that prepare students for such exams, the constraints these formal exams put on the programme will be taken into account.

2 Applicability/Eligibility

The accreditation of Public Administration programmes in Europe assumes a commitment of the participating universities and institutes to the use of peer review procedures to assess educational quality. Formal peer review and accreditation of Public Administration programmes by EAPAA are open to programmes that meet the following criteria:

2.1 Domain

The primary objective of the programme to be accredited is professional academic level education preparing persons for academic level roles in the public sector.

A broad variety of programme titles are considered to be subsumed under the broad term 'Public Administration' used in these EAPAA documents: 'Public Administration', 'Public Administration and Public Policy', 'Public Affairs', 'Public Management', 'Government Studies' etc. Also Political Science programmes with a clear 'public administration orientation' are included. The discriminating features are orientation to the public sector and training for practice in the public sector. Specialised programmes (e.g. Health Care Management) fall outside the domain.

2.2 Geography

The university or institute providing the Public Administration programme is located in one of the countries of the Council of Europe.

2.3 Programme longevity

2.3.1 Normal accreditation

The programme must have been in operation at least x years (where x = the length of the programme to be accredited + 2), so there are at least two cohorts of graduates to provide adequate data for evaluating programme policies, procedures, and placement of graduates.

2.3.2 Certification for new programmes

New programmes that not yet fulfil the longevity demand of 2.3.1, can be certified as 'peer-approved' when the programme is designed in detail, and the organisation and means to implement the programme are available. In this case, the criteria below will be applicable as far as reasonable. After one year in operation the certification can be upgraded to 'pre-accredited'.

3 Duration of Accreditation or Certification

Accreditation will be granted for a seven-year period. After that, a review is required for continued accreditation. When during this period major changes in the programme (such as major changes in the duration of the programme, or the mission and/or curriculum) are being

implemented, a review is needed also. Institutions need to inform the EAPAA-secretariat each two years about the changes in the curriculum and other relevant aspects of the programme. If the institution does not inform the EAPAA-secretariat timely, the EAPAA Accreditation Committee can withdraw the accreditation.

In case of a certified 'new programme' (as 'peer-approved' or 'pre-accredited') the certification will be granted until the programme meets the criterion 2.3.1. To become accredited at this moment a limited is required. This review will see to those criteria that were not (fully) reviewed in the original review.

4 Categories of Accreditation

In order to account for large differences in the type and/or length of PA programmes, there are different categories of accreditation for which different standards will be used (if necessary) to reflect these differences in type. However, in general the same requirements will apply. Referring to the Bologna Treaty of 1999, EAPAA uses the Bachelor/Master terminology to indicate these different categories:

- first cycle undergraduate/bachelor level programmes (3 or 4 years)
- second cycle graduate/master level programmes (1 or 2 years)
- combined bachelor/master programmes (4 or 5 years)
- post-master level programmes (also executive programmes)

EAPAA can decide to create other types of accreditation.

5 'Standards'

5.1 Domain of Public Administration

The programme to be accredited should have as its major subject Public Administration in the broadest sense of the word. This embraces governance and all the aspects of management and policy that come with it, as well as the social and economic environments that affect it and are affected by it. Also it embraces the understanding of democratic values. The responsibility of the accredited programmes is not just to teach technical proficiency, but also to teach Public Administration according to academic standards based on positive and normative theory and empirical research.

5.2 Mission-based Accreditation and Diversity

The programme should state clearly its educational philosophy and mission and have an orderly process for developing appropriate strategies and objectives consistent with its mission, resources, and constituencies. From the mission a set of credible educational objectives should be formulated.

Interpretations of the standards of this accreditation must be justified in light of the programme's mission and objectives and success in fulfilling its mission.

5.3 Multidisciplinarity

Public Administration programmes should be multidisciplinary in character: relevant core concepts and theories in the disciplines of economics, law, political science and sociology should be taught in the programme with explicit focus on the interrelations between the disciplines.

5.4 Relation to Practice and Internships

Public Administration programmes should provide adequate training of practical skills. Preferably a carefully planned (by specification of criteria for the internships places and

assignments for the students) should be made available by the programme, or should be a prerequisite to participate in the programme. This internship may come in the form of a thesis research project. Students who lack a significant professional work background should be strongly encouraged to do an internship. The programme should provide on-going academic supervision of the internship.

5.5 Curriculum

5.5.1 Curriculum Content

The curriculum should express the general idea of public administration as a multidisciplinary programme, with the purpose of preparing students for professional academic level roles in the public sector in democratic and legal states. All components of the curriculum should be justified with respect to their quality and consistency with the mission of the programme. This should be demonstrated by explicitly linking the mission and programme objectives with the curriculum components. Components also can be covered through explicit entry requirements for the programme.

5.5.1.1 Core components

The core curriculum should provide a thorough teaching of the basic concepts, theories, methods and history (classics) of Public Administration. Depending on the institution's view on the disciplinary position of Public Administration, this will be done either in courses in Public Administration, or in the context of courses in the basic disciplines (economics, law, political science, and sociology).

The curriculum components should be 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 should provide research methods, concepts and theories from the disciplines of economics, law, political science and sociology, as well as the relationship between these fields. Also public finances, informatisation, and public management should be part of the core curriculum.

Students should be obliged to give adequate proof of their ability to work independently on 'real' problems or research questions in the public sector, for example through essays and final papers (e.g. a masters thesis).

The core curriculum components should enhance the student's values, knowledge, and skills to act ethically and effectively.

5.5.1.2 Other components

Each programme should clearly define its objectives for additional work and the rationale for the objectives, and should explain how the curriculum is designed to achieve these objectives. The statement of objectives should include any programme specialisation or concentration and the main categories of students to be served (e.g., pre-service, in-service, full-time, part-time).

If a programme advertises its ability to provide preparation for a specialisation or concentration in its catalogue, bulletin, brochures, and/or posters, evidence should be given that key courses in the specialisation or concentration are offered on a regular basis by qualified faculty. Units other than the Public Administration programme may offer specialisation or concentration courses. The specialisation and concentration courses should not be substitutes for the core curriculum components.

5.5.2 Length

The curriculum length should be in accordance with the accreditation category that is applied for.

5.6 Quality Improvement and Innovation

5.6.1 Programme accomplishment

The programme should assess the accomplishment of its objectives; it should use information about its performance in directing and revising programme objectives, strategies, and operations regularly.

5.6.2 Curriculum Development

The Public Administration programme should provide evidence of an adequate process of curriculum development.

5.7 Student Assessment

The programme should assess individual performance of its students. The programme should evaluate the students' performance in a substantive way with respect to the objectives of the curriculum. Student assessment procedures and measures may take any form appropriate to the programme and its circumstances.

5.8 Programme Jurisdiction

Within the framework of institutional organisation, responsibility for the programme in Public Administration should rest with an identifiable person, chosen according to the rules of the organisation.

Within the framework of organisation and process peculiar to the institution, the faculty and/or administrator should exercise initiative, and substantial determining influence with respect to:

- general programme policy and planning
- degree requirements
- new courses and curriculum changes
- admissions (if applicable)
- certification of degree candidates
- course scheduling and teaching assignment
- use of financial and other resources
- appointment, promotion, and tenuring of programme faculty (if applicable).

5.9 Faculty

5.9.1 Faculty nucleus

There should be an identifiable faculty nucleus that accepts primary responsibility for the programme; this responsibility should be recognised at the next higher level of the organisation. This regular faculty should consist of a sufficient number of faculty significantly involved with the programme to support the teaching, research and service responsibilities appropriate to the size and structure of the programme.

The institution should specify how each regular faculty member is involved in the teaching and the related research and service aspects of the programme.

5.9.2 Faculty qualifications

A substantive percentage of the professional faculty nucleus actively involved in the programme should hold an earned doctorate or other equivalent terminal academic degree in their field. Any faculty lacking the terminal degree must have a record or sufficient professional or academic experience directly relevant to their assigned responsibilities. Where practitioners teach courses, there should be satisfactory evidence of the quality of their academic qualifications, professional experience, and teaching ability.

5.3 Gender

Programmes should strive for a percentage of women among their (professional) staff, which is in accordance with the percentage of women in the workforce.

5.10 Admission of Students

Admission goals, admission policy and admission standards, including academic prerequisites, should be clearly and publicly stated, specifying any differences for pre-service, in-service or other categories of students.

5.11 Supportive Services and Facilities

- **Budget.** The programme should have financial resources sufficient to support its stated objectives.
- **Library Services.** All students and faculty should have reasonable access to library facilities and services that are recognised as adequate. This would normally include texts, monographs, periodicals, serials, pamphlets, and research reports. The programme faculty should have a major role in selecting library acquisitions for its programme.
- **Support Staff.** Adequate secretarial, technical and clerical personnel should be available to enable the programme to meet its educational objectives.
- **Instructional Equipment.** Programme faculty and students should have access to appropriate equipment for coursework and research, including computer facilities, visual aid devices, audio and videotapes and films.
- **Faculty Offices.** The offices for faculty should provide adequate space and privacy for student counselling, course preparation, and other faculty responsibilities.
- **Classrooms.** Appropriate classrooms should be available for the courses being offered. This would normally include rooms suitable for seminars, case discussions, simulation exercises, and lectures.

5.12 Student Services

Student services should be adequate in relation to the mission of the programme. Programme advisement, progress appraisal and career guidance should be available to students.

5.13 Public Relations

The programme should provide future students and others with adequate information on the programme.

6 Additional Criteria

At the request of the programme other criteria can be applied in the evaluation, if the EAPAA Accreditation Committee agrees to do so

12 The African Evaluation Guidelines: 2002¹³⁴

A checklist to assist in planning evaluations, negotiating clear contracts, reviewing progress and ensuring adequate completion of an evaluation.

Nairobi M&E Network, African Evaluation Association Secretariat, Réseau Nigérian de Suivi et Evaluation, Cape Verde Evaluation Network, Réseau Malagache de Suivi et Evaluation, Comoros Evaluation Network, Eritrean Evaluation Network, Malawi M&E Network, Réseau National de Chercheurs et Evaluateurs de Burundi, Rwanda Evaluation Network, UNICEF Eastern and Southern Africa Region M&E Network

Utility: The utility guidelines are intended to ensure that an evaluation will serve the information needs of intended users *and be owned by stakeholders*.

U1. (modified) Stakeholder Identification. Persons and organizations involved in or affected by the evaluation (with special attention to beneficiaries at community level) should be identified and included in the evaluation process, so that their needs can be addressed and so that the evaluation findings are utilizable and owned by stakeholders, to the extent this is useful, feasible and allowed.

U2 Evaluator Credibility. The persons conducting the evaluation should be both trustworthy and competent to perform the evaluation, so that the evaluation findings achieve maximum credibility and acceptance.

U3 Information Scope and Selection. Information collected should be broadly selected to address pertinent questions about the programme and be responsive to the needs and interests of clients and other specified stakeholders.

U4 (modified) Values Identification. The perspectives, procedures, and rationale used to interpret the findings should be carefully described, so that the bases for value judgments are clear. The possibility of allowing multiple interpretations of findings should be transparently preserved, provided that these interpretations respond to stakeholders' concerns and needs for utilization purposes.

U5 Report Clarity. Evaluation reports should clearly describe the programme being evaluated, including its context, and the purposes, procedures, and findings of the evaluation, so that essential information is provided and easily understood.

U6 (modified) Report Timeliness and Dissemination. Significant interim findings and evaluation reports should be disseminated to intended users, so that they can be used in a reasonably timely fashion, to the extent that this is useful, feasible and allowed. Comments and feedback of intended users on interim findings should be taken into consideration prior to the production of the final report.

U7 Evaluation Impact. Evaluations should be planned, conducted, and reported in ways that encourage follow through by stakeholders, so that the likelihood that the evaluation will be used is increased.

Feasibility: The feasibility guidelines are intended to ensure that an evaluation will be realistic, prudent, diplomatic, and frugal.

F1 Practical Procedures. The evaluation procedures should be practical, to deep disruption to a minimum while needed information is obtained.

¹³⁴ AfrEA 2002: pp. 15-17

F2 (modified) Political Viability. The evaluation should be planned and conducted with anticipation of the different positions of various interest groups, so that their cooperation may be obtained, and so that possible attempts by any of these groups to curtail evaluation operations or to bias or misapply the results can be averted or counteracted to the extent that this is feasible in the given institutional and national situation.

F3 (modified) Cost Effectiveness. The evaluation should be efficient and produce information of sufficient value, so that the resources expended can be justified. It should keep within its budget and account for its own expenditures.

Propriety - The propriety guidelines are intended to ensure that an evaluation will be conducted legally, ethically, and with due regard for the welfare of those involved in the evaluation, as well as those affected by its results.

P1 Service Orientation. Evaluation should be designed to assist organizations to address and effectively serve the needs of the full range of targeted participants.

P2 (modified) Formal Agreements. Obligations of the formal parties to an evaluation (what is to be done, how, by whom, when) should be agreed to through dialogue and in writing, to the extent that this is feasible and appropriate, so that these parties have a common understanding of all the conditions of the agreement and hence are in a position to formally renegotiate it if necessary. Specific attention should be paid to informal and implicit aspects of expectations of all parties to the contract.

P3 (modified) Rights of Human Participants. Evaluation should be designed and conducted to respect and protect the rights and welfare of human subjects and the communities of which they are members. The confidentiality of personal information collected from various sources must be strictly protected.

P4 (modified) Human Interaction. Evaluators should respect human dignity and worth in their interactions with other persons associated with an evaluation, so that participants are not threatened or harmed or their cultural or religious values compromised.

P5 Complete and Fair Assessment. The evaluation should be complete and fair in its examination and recording of strengths and weaknesses of the programme being evaluated, so that strengths can be built upon and problem areas addressed.

P6 (modified) Disclosure of Findings. The formal parties to an evaluation should ensure that the full set of evaluation finding along with pertinent limitations are made accessible to the persons affected by the evaluation, and any others with expressed legal rights to receive the results as far as possible. The evaluation team and the evaluating institution will determine what is deemed possible, to ensure that the needs for confidentiality of national or governmental entities and of the contracting agents are respected, and that the evaluators are not exposed to potential harm.

P7 Conflict of Interest. Conflict of interest should be dealt with openly and honestly, so that it does not compromise the evaluation processes and results.

P8 Fiscal Responsibility. The evaluator's allocation and expenditure of resources should reflect sound accountability procedures and otherwise be prudent and ethically responsible, so that expenditures are accounted for and appropriate.

Accuracy - The accuracy guidelines are intended to ensure that an evaluation will reveal and convey technically adequate information about the features that determine worth of merit of the programme being evaluated.

A1 (modified) Programme Documentation. The programme being evaluated should be described clearly and accurately, so that the programme is clearly identified, with attention paid to personal and verbal communications as well as written records.

A2 (modified) Context Analysis. The context in which the programme exists should be examined in enough detail, including political, social, cultural and environmental aspects, so that its likely influences on the programme can be identified and assessed.

A3 Described Purposes and Procedures. The purposes and procedures of the evaluation should be monitored and described in enough detail, so that they can be identified and assessed.

A4 (modified) Defensible Information Sources. The sources of information used in a programme evaluation should be described in enough detail, so that the adequacy of the information can be assessed, without compromising any necessary anonymity or cultural or individual sensitivities of respondents.

A5 (modified) Valid Information. The information gathering procedures should be chosen or developed and then implemented so that they will assure that the implementation arrived at is valid for the intended use. Information that is likely to be susceptible to biased reporting should be checked using a range of methods and from a variety of sources.

A6 Reliable Information. The information gathering procedures should be chosen or developed and then implemented so that they will assure that the information obtained is sufficiently reliable for the intended use.

A7 Systematic Information. The information collected, processed, and reported in an evaluation should be systematically reviewed and any errors found should be corrected.

A8 Analysis of Quantitative Information. Quantitative information in an evaluation should be appropriately and systematically analyzed so that evaluation questions are effectively answered.

A9 Analysis of Qualitative Information. Qualitative information in an evaluation should be appropriately and systematically analyzed so that evaluation questions are effectively answered.

A10 Justified Conclusions. The conclusions reached in an evaluation should be explicitly justified, so that stakeholders can assess them.

A11 Impartial Reporting. Reporting procedures should guard against distortion caused by personal feelings and biases of any party to the evaluation, so that evaluation reports fairly reflect the evaluation findings.

A12 Meta-evaluation. The evaluation itself should be formatively and summatively evaluated against these and other pertinent guidelines, so that its conduct is appropriately guided and, on completion, stakeholders can closely examine its strengths and weakness.

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