

A NEW ROLE FOR EVALUATORS

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Before I begin my speech, I would like to ask the audience to not applaud wildly, to not stamp your feet or otherwise show indecent appreciation of the first sentence which I am about to state. The modest proposal that I bring to you today concerns a new role for the evaluator; that new role has been gradually evolving over the years; the new role that I propose for evaluators is obsolescence; in short, I propose that we do away with evaluators.

If you think about it, this is really a very sensible suggestion. After all, what are evaluators? Why do we need them? Of what use are they? Perhaps the theoretical consideration of these questions is one of the most difficult tasks that we might undertake, because evaluators are really defined by the roles and functions that they perform and these roles and functions vary. Certainly there is no complete agreement in the literature of our field as to the proper functions of evaluators. There are aspects of the definition on which all agree, but it is in the interpretations of these broad beliefs that disagreements, like hot air, begin to surface. To illustrate the complexities of these issues, let me present some examples.

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- I. All agree that the evaluator is responsible for the collection of information (whether or not he or she personally collects it).
 - A. Some maintain that the most appropriate type of information is formal test data.
 - B. Others maintain that the least appropriate type of information is formal test data.
- II. All agree that "valuing" is a part of the evaluation process.
 - A. Some maintain that it is the role of the evaluator to value.
 - B. Others maintain that it is the role of the evaluator to assist decision makers in clarifying their values.
- III. All agree that evaluation takes place within a political setting.
 - A. Some maintain that the evaluator must be pure of heart (mind, soul, and body) and simply present his findings and not be influenced by the political system.
 - B. Others maintain that the evaluators must be cognizant of and work within the political system.
- IV. All agree that evaluators should look at the outcomes of programs.
 - A. Some maintain that the outcomes examined should be related to the objectives proposed.
 - B. Others maintain that the outcomes should be examined without prior knowledge or objectives.
- V. All agree that evaluators must have expertise.
 - A. Some maintain that technical sophistication is the hallmark of expertise in an evaluation.

- B. Others maintain that expertise is instead an understanding of instructional programs and organizational dynamics.
- VI. All agree that evaluation reporting should occur (and that's about all we can say that all agree on).
- A. Some maintain that reporting should be a complete, unbiased technical presentation of facts.
 - B. Others maintain that reporting should be from a multiple source on an advocacy basis.
 - C. Some maintain that written reporting is the most important.
 - D. Others maintain that verbal/informal reporting is the most important.

The theoretical literature on the role of the evaluator presents a vast diversity of views which may make it a fruitless effort to discuss this changing role based on any ideal description. Let us instead retreat from the ideal "theoretical evaluator" to a view of the "common man" evaluator as he actually functions (and non-functions) in the real world, with all his strengths, weaknesses, desires, and hangups. I'm afraid that with that last addenda, I've bitten off more than I can chew, but let's at least take a crack at beginning the examination of the evaluator. To do this, let us first consider the extent to which power is an influence in the role of the evaluator.

EVALUATORS AND POWER

First of all, evaluators are people, and their performance as people is subject to all of the rules that we know governing human behavior. While thinking over this section of the speech, I was attempting

to find an old adage (are there such things as "new adages?") which might fit this current situation. The first thought to come to my mind was the saying "power corrupts; absolute power corrupts absolutely." The role of the evaluator is sometimes akin to the situation just described. (The evaluator by virtue of his/her position is placed in a position that carries enormous potential for power--programs will be funded, increased, decreased, personnel will be hired and fired, administrators will grow in importance as their administrative domain increases or alternatively have their power fade as the size of their domain contracts.)

Sometimes, however, it doesn't work out that way and a more appropriate adage prescribing the evaluator's role might be "lack of power when you thought you had it, or ought to have had it, frustrates." (Aha, a new adage) Sometimes, the evaluator only thinks he has power and in his behavior acts under the assumption that people are listening and will in some way initiate action and make decisions based upon the evaluation report. Such stuff is the fodder for frustration.

The point to be made of all of this is that evaluators are viewed as having power, or potentially having power (with this view sometimes only being held only by the evaluator himself). Power! Does the evaluator really view his role as one of power? Surely, the presumption on the part of evaluators that their recommendations will be acted upon, that the results of their evaluation findings will be incorporated into the decision process, surely the disappointment by evaluators in instances where their reports do not have greater impact upon decision making are all manifestations of the anticipation and expectation that the evaluator is in a power position.

One possible way of changing the role of evaluators is the removal

of power, actual or perceived. Now what are the implications of this statement in terms of the role and function of evaluators? Let me describe three of them: 1) the valuing responsibility, 2) the reporting responsibility, 3) the technical responsibility.

The Valuing Responsibility

As previously noted, there is no complete agreement on the extent to which the evaluator has the responsibility for making independent evaluative judgments on the data and information collected. There are some who feel that as an independent expert, it is his responsibility to bring his own values and judgments to play in interpreting data. There are others, I among them, who maintain that the evaluators role is helping to clarify the value judgments and value bases of those responsible for operating the program, participating in it, or in other ways affected by it.

The role definition that accords the evaluator the responsibility of invoking his personal value system to choose which data will be collected about programs is a great source of power (actual or perceived). Sometimes the other aspects of the evaluator's role, including the context in which he finds himself, are sufficiently forceful that they allow the evaluator's values--i.e. his/her choice of what to look at--to be accepted and the concomitant results and recommendations of the evaluation to be accepted. More frequently, though, the valuing activities of the evaluator form the major basis for dispute of evaluation reports and subsequent non-attention to and inaction on the findings of the evaluation.

One thing is clear, and that is if we are to remove the power or

perception of power from the hands of the evaluator clearly both aspects of the valuing function must be removed as legitimate roles of evaluators.

The Reporting Function

While one of the major sources of power of the evaluator is the valuing function, perhaps an even greater source of power (or perceived power) emanates from the reporting function. The evaluator, after all, is in many ways analagous to the school inspectors of many European school systems. These people go around from school to school in various parts of the system and "inspect." In essence their function is to make evaluative judgments about the school and it's quality in terms of prescribed written standards and in many instances in terms of their own conception (their own value judgments) about what a quality school should look like. These are positions of power held by people in essence performing evaluative functions. The power in large part derives from the responsibility to report. This responsibility always relates to another agency, or to a higher level of government, where action at the higher levels or other agencies may be taken based upon the evaluation information reported. It is clearly an instance of evaluator power. On the continuum previously described, ranging from corruption to frustration, I would venture to say that the traditional school inspector is far more toward the corruption end of the continuum than the frustration end.

A similar kind of reporting role exists in many of the functions that evaluators perform in this country today. Either they are reporting to another agency with the liklihood that subsequent funding might be withheld (although we know that this does not usually happen) or the evaluator is reporting to a high level of the school district's organization

with all individuals and participants administratively located below that level considered as "fair game" for his evaluative judgment, critiques, kudos, and outright criticisms.

Sometimes, evaluators are asked to occupy a dual role, a role as member of the project staff who provides information towards internal program modifications during program operation and simultaneously the role of external judge, valuer, and reporter. In a monograph that I did several years ago, (Evaluation and Decision Making: The Title VII Experience), I discussed this problem in terms of the role ambiguity and conflict that Title VII evaluators face in their dual responsibility of meeting local information needs and reporting "unbiased" results to the federal agency. In that study, my colleagues and I found that the evaluation results had no impact upon federal decisions related to projects. We also found that those evaluation situations in which the local decision makers viewed the evaluation as being useful and having impact upon modifications in program tended to be highly related to situations where evaluators had apparently abrogated (or made light of) their federal reporting responsibility and had instead focused most heavily on their within project evaluation role.

Why do evaluators need to have the external reporting responsibility at all? I suppose we could think of two possible functions for evaluation reporting: 1) program improvement, and 2) accountability. Let's look for a moment at the program improvement question. The literature of evaluation is replete with articles decrying the non-utilization of evaluation information in program decision making. Usually these articles are written by evaluators whose expectations of power and influence led them to believe that people would pay heed to their cogent advice. The

school administrators are surprisingly eager to echo the cry of the frustrated evaluators that evaluation makes no difference. (Thinking perhaps that if we've got those guys--the evaluators--on the run, why not keep them there? Maybe it would be helpful to get them off our backs!) If evaluation reporting as it is currently structured has such small impact on program decisions and program improvement, then of what use is it?

The second possible reason for evaluation reporting is that of accountability. It is clear that evaluator's as their role is currently defined, are unable to fulfill simultaneously the "information source of program improvement" role and the "agent of the forces of accountability" role. The accountability role acts as an impediment to the program improvement role because accountability carries with it power or the presumption of power. I believe that program improvement thrives best where information flow is non-threatening; I believe that program improvement thrives best when the agent responsible for reporting is different from the agent providing information and counseling. We have long recognized this principle in public high schools by separating the functions of attendance officer or Dean of Students from the role of class counselor. One person has the responsibility of reporting, monitoring, obtaining compliance; the other has the role of counseling, aggregating information, providing data--on colleges, on jobs, etc.

It is clear to me that at the heart of evaluation is the provision of information for action, for decision making, for program improvement. To attain that position, I believe that the reporting function, the source of potential threatening power, needs to be deleted from the evaluative role.

Technical Responsibility

Aside from the power that accrues to evaluators in their function as valuers and in relationship to their reporting function, a source of power exists in the technical expertise of evaluators. Many times the evaluator imposes his will upon a project by using his technical proficiency, whether in statistics, research design, or measurement methodology, or mastery of evaluationese, to demand that the evaluation be conducted in a certain manner. The power base in this instance is the evaluator's technical expertise which becomes wielded as a heavy club to bludgeon people into conducting a program in a particular manner, collecting data at a particular time, establishing groups in certain ways, not making changes in the program that are viewed as necessary, or whatever. Never mind the relevance of the newly formulated program, never mind the practical sense of the design, never mind the sensibility of the alternatives to be evaluated, technical considerations and the banner of technical expertise provide a power base for evaluators to attain their preferences. And, evaluators attaining their preferences, may lessen the interest of program staff in listening to the results of those preferences. If program personnel know that the alternatives considered, while technically correct are practically infeasible, if not naive, then the results will be ignored.

Obsolescence

To summarize: we do not need to have evaluators perform the valuing function if in the process of doing so it lessens the extent to which information is utilized and lessens the program changes that will take place; we do not need to have evaluators report directly to another

external agency or to higher echelons within the same administrative organization; and we do not need to have evaluators have free reign on the use of their technical expertise. If we do away with all of these things perhaps its best to conceive of a new role for evaluators--obsolescence. For if we are to define a new evaluative role free of power, of the appearance of power, or even of self-perceptions of power then why carry with it the emotion tinged title of "evaluator." Like the cultural baggage carried by the new immigrants to this country who became Americanized, perhaps we too can discard the old language, adopt a new name, and let the title "evaluator" quietly fade into the past.

Achieving Obsolescence

And now let us consider the steps necessary for achieving the obsolescent state for evaluators. As we gradually phase out evaluators (what on earth am I doing? Don't I know that I teach in a training program for educational evaluators?) Nonetheless, let me continue. (I say this confidently knowing full well the nature of my speculative ideas and the absolute unliklihood that the bureaucratic system could act on these suggestions in any less time than the 20 or 25 years I have before retirement at the university.) To continue, let us consider the creation of a new position, a new professional position in which the occupant does not have the responsibility for establishing personal or external value preferences in judging data. Let us establish a new role in which the occupant does not have the responsibility for reporting to other agencies or to other levels within the same agency. Let us establish a new professional position in which the individual is dissuaded from using his technical expertise as a means of attaining his own desired

and preferred preferences on program operation, but instead recognizes the necessity of sometime settling for less than technical excellence. Let's call this new role/function/person an information specialist, and consider him or her as a member of the project or program team, responsible for satisfying the information needs of the project.

What would the information specialist do? One important function is that of program clarifier. As an individual responsible for making suggestions about the means of measuring the attainment of program objectives and responsible for devising ways of ascertaining whether the solution strategies of a program have been implemented, the important role of program clarifier emerges. Perhaps you might think that as we have described it, the appropriate description for the role is "devils advocate" but it goes far beyond that. In his role as program clarifier the information specialist will ask questions such as: "What are we really trying to do?" "Do we want to be held accountable for that?" "How will we know when we've done it?" or, more generally, "How will we know whether...?" "What do we mean by...?" "What characteristics will be present in order to observe...?" And, perhaps the most important question of all "do we really plan to do that?"

A second function of the information specialist is that of information structuring. This person would be responsible for devising the forms, selecting the tests and constructing other instruments for the acquisition of data; all to be presented to project colleagues for their acceptance and agreement as to whether the instruments capture the essence of what was intended.

A third function of the information specialist is that of information acquisition. This includes monitoring of programs in accordance with

agreed upon instruments in order to gather systematic data on the extent to which the programs have been implemented in the pre-determined manner or what they look like--plan or no plan. Some information to be acquired is of a more formal variety and the acquisition process entails the necessity of administering formal tests. All of this is done with the concurrence and prior agreement of fellow project members, because this is the agreed upon function for the information specialist.

A further activity for this person is as information provider. In this role the specialist may have to perform analysis of certain of the data collected, prepare charts, tables, or in other ways clarify the meaning of the results. (Some information, for example, the program implementation monitoring data, would undoubtedly be provided in a more informal manner to project staff during the course of the project--such as during staff meetings.)

A final role of the information specialist is as technical assistant. In this role the information specialist brings his technical expertise in the areas of research design, statistics, measurement, etc. to bear on the problems and requirements of the project. The specialist may also do literature searches, pilot tests, etc. The information specialist is a resource person available to tell his fellow staff members what is technically most correct but recognizing the possibility (indeed probability) that concerns over program relevance, concerns over information relevance for decision making can supercede technical considerations.

In this model of program evaluation, values are determined by the administrative staff, or preferably by the total project personnel. In this model, reporting of project attainment, success, modifications, etc. is done by the project administrator or staff. (For after all, we

are far more concerned about within-staff initiated program change based upon systematically gathered information than we are with external reporting of project performance based upon reporting formats devised elsewhere and generally not found to be meaningful to project personnel.)

Beyond Obsolescence

Now that I have succeeded in creating a model which makes the evaluator role obsolete, let me consider the implications of this action. I have examined the role of the information specialist. In essence, this role places the emphasis on project self-evaluation and reconstructs the evaluator role into an information specialist who is a part of the project team which is engaged in self-evaluation. I would maintain that this is a stance more consistent with the likelihood of attaining program change.

I recently came across a book entitled Enhancing Motivation by Richard DeCharms. While his focus is the classroom, the teacher, and students, nonetheless the analogy of the point he makes seems to me most appropriate in the consideration of a redefined role for evaluators. DeCharms maintains that the greatest motivation is attained by students when they function as their own evaluators--when self-evaluation takes place.

In fact, self-evaluation occurs in all situations. We are constantly aware, as individuals, of our status, of our achievements, of our attainments and we place value judgments on the extent to which we consider those attainments satisfactory. When a student in a classroom gets an 88% on a teacher made test, he may view that as either a magnificent achievement or a miserable failure dependant upon his own value framework,

his own conception of who he is and what he is capable of, and probably of his own aspirations as well.

To some extent the way in which a student views a piece of evaluative data (such as a test score or % correct on a test), is set for him by the evaluative statements made by the teacher. Thus when the teacher says "over 85% is an A on this test," students will tend to view the data item in a more favorable light. To some extent the student is removed from active participation in making a judgment about the extent to which the performance was satisfactory because the valuing has already been done for him. DeCharms maintains that greater student involvement in the valuing process, the establishment of one's own goals, and the determination of standards of expectation lead to greater commitment by the student and greater motivation.

It seems to me that this is analogous to the situation we face in school districts where programs are being evaluated. Let us consider, for example, compensatory education programs in two hypothetical California schools. (Now you better listen carefully, because I'm going to test you on it in a few minutes.) In the Webster school, an external evaluator has been hired to provide the evaluation of the program. He came on the scene in perhaps September or October, was provided with the A127 plan for the school and was asked to provide an indication of the evaluation measures that would be required during the course of the school year. Of course the program plan has a section in which evaluation instruments are defined, but due to previous bad advice, many of these are inappropriate for the objectives. Moreover there are a number of places within the plan which indicate that there will be a site developed instrument. The evaluator comes in, he's asked by project personnel to provide the

necessary advice. He accepts the plan at face value and makes some recommendations as to instruments that might be used. In several cases in which he feels no existing instrument is appropriate, he devises a measure for use by the project personnel. (Perhaps this measure is for an objective in one of the more amorphous areas, like parent participation or health auxiliary.) The project evaluator then conducts systematic observations in the classrooms, and meets with school personnel in order to conduct the process evaluation. He views things going on in the classroom, he notes problem areas, he recognizes needs that are not being met, and writes a process evaluation report to the school, certainly with a copy to the district office. This report not only comments on the extent to which the stated solution strategies were implemented, but in some instances points out problem areas that the evaluator feels are appropriate to mention: perhaps these were solution strategies not listed in the plan but which seemed to make sense, perhaps they were aspects of a program that the evaluator feels are a part of "good" education (e.g., sufficient individualization). The report is received by program personnel who for the most part are not philosophically committed to what the evaluator has had to say. The notions presented are his values, the standards of acceptability have been established at a level beyond their involvement. Naturally they do not want to antagonize him (primarily because he will be writing a final report at the end of the year). Naturally they do not want to look bad in the eyes of the district office or to present a negative image to their school advisory council. Thus, the principal, the project administrator, if one exists, and to a lesser extent other professional personnel in the school nod their collective heads affirmatively and pay

Now, you have to make the decision as to whether you want to appoint someone from within the school to this role, perhaps someone from the district office, or possibly even an outside consultant who you might previously have hired as an evaluator. You think about it. Which one of these do you want to hire? Which of these do you want to appoint as information specialist for the Merriam school. Pick one. First, we'll need to be sure that whoever you picked is aware of and understands the function of an information specialist. Then, we'll have to be sure that that person has the appropriate technical skills.

Now, here is the test that I promised you a few moments ago. Think about the activities that went on at the Webster school and consider the role and function of the information specialist as I described them to you earlier. (Program clarifier, information acquirer, information structurer, information provider, technical assistant.) I want each of you to think for a moment and write the next minute of my speech in your own mind describing how the information specialist, whether project internal, district or external, whichever you happened to select, how the information specialist would operate in facilitating self-evaluation.

Now, let's hear from some of you as to what your information specialist did (facsimile comments from audience including clarification of goals and objectives of program, more precise and understandable statement and solution strategies, measurement instruments designed by project staff per technical assistance from information specialist, collection of data, analysis of data, discussion by project staff of the meaning of the results, with technical assistance from information specialists so that group might write the evaluation report--+ 1st special permission of SDE).

lip service to the implementation of the suggestions presented in the process evaluation report. The mode of the day is compliance, but compliance is not commitment.

Continuing on with our saga, our evaluator proceeds through the year, considers the evaluation tests that are scheduled to be given near the end of the academic year, and in some instances he notes measures that he feels are inappropriate for measuring the objective. In other instances he's not totally satisfied with the measure that's been selected in terms of its comprehensiveness and in some cases he just simply feels there are aspects of program operation that it is important to know something about that are not reflected in the measures that have been specified in the A127 form. And so he presents a list of additional measures to be collected, additional instruments to be administered near the end of the academic year. The data collection takes place, the evaluator does his analyses and in addition to preparing the evaluation report for the State, he prepares a summative evaluation report for the school and the district. The report is received by the school and for the most part they don't understand the measures or why they were selected or what they have to do with their program and besides that its pretty near the end of the year and there isn't too much that any one can say right now. So the report gets filed away in one of the drawers in the principals desk and everyone says, "Gee its sure nice that vacation time is here. You know maybe we ought to do something about improving our program. We don't quite know what but let's put that off and we'll talk about it next September."

Consider a second school, the Merriam school. Let's assume that at this school an information specialist is appointed instead of an evaluator.

Some Loose Ends

All of this hypothetical discussion, the created obsolescence of the evaluator and the definition of a new professional position as information specialist, I am sure has left some loose ends. I will attend to some of these, but first let me briefly summarize. Earlier in this discussion I focused on the need to devise a better mechanism for providing information for program improvement. I maintained that this is the proper and appropriate role for evaluation and that perhaps the ambiguity associated with functions of the evaluator, the problems associated with evaluator power, the appearance of power, or the self-perception of power, as well as the somewhat tainted image of evaluators, all made it beneficial to do away with evaluators and create a new position for the person performing some of the functions of providing information for program self-evaluation. I'd also noted that another apparent function of evaluation, in addition to the provision of information for program improvement, is the provision of information for accountability purposes. It was my view that it was simply not possible for the same individual to fulfill both functions simultaneously. In fact, I pointed to a study that I have completed that demonstrated this particular role ambiguity and discussed some of the implications of it.

Thus, in focusing on the function of providing information for program improvement, for program decision making, we have apparently left an enormous void related to the evaluator's function of accountability. (I'm not so sure that such a void really exists.) With evaluation defined as emphasizing self-evaluation and employing the services of an information specialist, it would seem to me that the external audit function would grow in importance. The people in the Research and

Evaluation Unit of Los Angeles County schools, who have pioneered the broad scale implementation of audit procedures, know that the conduct of an audit and the conduct of an evaluation are quite different functions. The amount of time consumed in typical evaluations as we now know them is substantially greater than what is required in an audit and a good deal less appropriate to the accountability function. Evaluation, even when done best is not as appropriate for the determination of compliance, and the verification of results as is the audit procedure. Thus, the initiation of self-evaluation procedures and the changing role of the evaluator- obsolescence, would simply require a greater emphasis on periodic audits of programs. And what would those audits look like? In large part that would need to be determined by the information requirements of the agency asking for the audit. I believe that traditional notions of the audit that are tied to traditional notions about the evaluation might very well go by the wayside and be replaced by audits that are quite different than we now conduct them.

Another loose end, given this different conception of evaluation, is that there would be the necessity for restructuring report requirements of externally funded programs. If the focus is on self-evaluation, the implication is that when the project staff is engaged in the process of systematic self-evaluation using procedures that they understand, then they are most likely to use that evaluative information in making program changes that are meaningful.

Some might maintain that the reporting procedures, program plan, and other such things of a particular externally funded program (state or federal) are systematic, are conceptually sequential, and do provide a mechanism for program understanding. Let me not quarrel with these

assertions and let me agree that each of these documents, reports, format, etc. was conceived of in a systematic way and represents an appropriate problem solving/program improvement methodology. The problem becomes the translation of these procedures to people in the field who are faced with the necessity of filling them out. Unfortunately most people in school districts do not view the procedure as a systematic sequence of events to be accomplished in order to obtain program understanding and ultimately program improvement. Instead, they see a steady parade of forms filing faithfully past their desk, and demanding to be handled properly. One learns the sequence, learns the things that one has to do, and consequently the process becomes viewed by project personnel as something external to them that they comply with but are not committed to, which is "the State" but is not "us."

If the emphasis is to be on self-evaluation then the reporting scheme should in some way demonstrate that projects are engaging in self-monitoring, self-clarifying, self-acquisition of information, and self-correction. In short, self-evaluation is what is hopefully attained. And what the external agency should want to have reported to it is not how well the program did, nor how well the program was implemented, but instead is how well the project began the process of understanding what it hoped to accomplish, how well the project identified and recognized aspects of the program that they were uncomfortable with and how well the project responded to its own feedback information in making self-corrections. This kind of evaluation report focusing on the power of self-evaluation, must be oriented towards capturing evidence that the self-evaluation process is taking place. This kind of self-evaluation reporting is far more important than the reporting of the outcomes of the program to external agencies.

And that is my message for today.

Applause

Remember when I began this speech I forbade you from applauding wildly, standing up, stamping your feet, etc.? Now, let me remove that prohibition and close with the comment that "I propose that we create a new position of information specialist and do away with the role of evaluator."

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