

A FIELD STUDY OF EVALUATORS  
AT WORK

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Part I

Introduction

## Chapter 1

### THE EVALUATOR FIELD STUDY IN PERSPECTIVE

#### Orientation and Overview

The Evaluator Field Study, reported here, was a detailed examination and analysis of selected evaluation work within an urban school system, Metro Unified School District. (Pseudonyms are used throughout the report.) It was a "field" study, in that it was conducted primarily through on-the-spot observation and discussion of the evaluation work as it unfolded over the course of several months. As detailed in Chapter 2, the study encompassed more than 45 field observation visits and 150 hours of observation time, distributed over a little more than one school year.

This was an "evaluator" study in that three Metro staff evaluators were the loci of the research. The word, "loci," is chosen carefully. The evaluation work in which these evaluators were engaged and the social and organizational circumstances surrounding that work constituted the research foci, not the evaluators themselves. However, because a realistic, inside perspective on that work and its circumstances was desired, I "attached" myself to these three evaluators, accompanying them as they went about their jobs, discussing events and activities as they happened.

Naturally, the evaluators' backgrounds, preferred styles, and opinions became data for the research; fundamentally, however, this research was not "biography," but rather an inside history and sociology of evaluation work in Metro.

There were both theory-based and personal motives for this study. The theory-based motives are described in some detail later in this chapter. I might simply summarize them as follows. No such detailed study of evaluation work existed; indeed, only the most limited information on local school evaluation practice was available. This was a serious deficiency, because evidence did exist suggesting that evaluation was "in trouble," that it was not being used locally to improve school programs.

Moreover, it seemed that part of the problem might be a certain rigidity and hyperrationality in some traditional evaluation conceptions. Recent studies and writings had suggested that evaluators might need to "bend" a bit, by adapting and tailoring their methods to fit real school circumstances and by giving more attention to the interpersonal aspects of evaluation. In this context, a study of evaluation work and evaluation circumstances seen "up close" would be a significant research contribution.

More personally, I had been one of those "recent writers" suggesting a more adaptive, realistic approach to

school program evaluation (Alkin, Daillak, & White, 1979; Alkin & Daillak, 1979). Yet, as a doctoral student, most of my experience had been theoretical, through books and journals, or vicarious, through after-the-fact interview studies of evaluation cases. This field study was my opportunity to move in from the sidelines, to see evaluation and schools from the inside.

### The Cases

The three evaluators I studied all worked within Metro Unified's Evaluation & Testing Office, a central unit handling district-wide testing, special research/evaluation studies, and the evaluation of the district's compensatory education programs. Two of the evaluators were involved in the special evaluation of a Preschool Language Program for School Success (PLPSS), which was part of the district's integration effort. One of the two was the PLPSS's first evaluator; she produced an initial "implementation report" in Spring 1979. The first evaluator left the district in Fall 1979, and was replaced by the second subject, who handled the program's 1979-80 evaluation.

The third and final evaluator whose work I studied was a member of the compensatory education evaluation staff. She worked with a caseload of ESEA (Elementary and Secondary Education Act) Title I schools, providing them with a variety of services.

### The Research Experience

The research was as enlightening as anticipated, but it was surprising in a way that I had never expected. I had expected that evaluation might be threatening to school staff, and that evaluators and evaluation units might have to find ways to allay staff fears and soften the threat. Likewise, I had expected that evaluators might have to "throw away the rulebook" prescribing detached, "objective" evaluations of program goal attainment. Instead, they might need to work closely with local program managers to "tailor" evaluations to the real concerns of these managers, evaluations that would then be truly useful for local program improvement.

The surprises were these. The threat of evaluation had been relieved by "taming" and "defanging" official/formal evaluation work. Title I evaluation was minimal, and the PLPSS evaluation reports were very discreet. Only "backstage," in informal, unreported contacts, were there candid discussions of program strengths and weaknesses.

In addition, a dramatic surprise for me was the discovery that in more or less routine school activity, such as in the Title I schools, "local program managers" did not really manage, coordinate, or control instructional activity. Program coordinators, principals, and other administrators set certain bounds on

instructional work -- by prescribing general curricula, furnishing resources, and writing rules and policies about hours, staffing, recordkeeping, etc. -- but the bounds only very loosely governed what teachers did instructionally with students. Teachers were the real instructional decision makers; they decided the real content of schooling. And teachers were "atomized:" they planned and acted largely independently, each for his or her own classroom.

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These discoveries turned my conceptions of school evaluation upside down. Program evaluators could be as "adaptive" and "user focused" as anyone might ask -- and still not make any progress toward conducting more locally useful evaluation, if they targeted their attention to the (nonexistent?) instructional concerns of local program managers. Moreover, Metro (and other districts, too?) seemed quite content to live with only occasional, informal discussions of program processes and quality.

These unforeseen findings in Metro sent me, at the conclusion of the field research, in search of an analytical framework that would help make sense of the data. I found such a framework in the literature on school organization and teacher behavior. The implications for school evaluation work are important, if a little chilling. They suggest that resistance to evaluation and to instructional coordination and control

is deepseated in the structure of schooling, and that anyone seeking to change these school characteristics will face great challenges.

### The Organization of the Report

Part I of the report includes the remainder of this chapter, which more fully describes the context for this study, as well as a brief second chapter on the research methods.

Part II ("The Cases") presents my observations of evaluation work in Metro. Chapter 3 deals with the two PLPSS evaluators; Chapter 4 looks at the work of the compensatory education evaluator. The two chapters are primarily descriptive case presentations, albeit with some discussion and interpretation of events. They were written -- and then reviewed for accuracy by the evaluators, themselves -- prior to the more abstract, theoretical analysis of the concluding Part.

Part III ("The Findings") begins with Chapter 5, which explicates an analytical frame from the literature and then applies it to the data from Metro. Chapter 6 moves beyond Metro to draw out some implications for school program evaluation, generally.

### Historical Context

Program evaluation<sup>1</sup> is a relatively recent enterprise, which burgeoned during applied social science's heyday in the 1960s. The "Great Society" era,

which spawned massive social action programs and attendant evaluative activity, has passed, but program evaluation has endured. In the decade and a half since the Elementary and Secondary Education Act (ESEA) of 1965 brought evaluation requirements to local schools receiving Title I funds, evaluation has moved through many phases. Initially the most pressing demand was to develop an evaluation technology, for the legislative mandate for program evaluation arrived before much progress had been

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made in developing either a science or a craft of evaluation. Evaluation "model" development was the primary emphasis of the late 1960s and early 1970s (see e.g., Steele, 1973), although the early evaluation practitioners were also active in writing about their personal work experiences. Thus a large "anecdotal" evaluation literature developed, much of it dealing with federal level, large scale evaluations, and most often chronicling the hazards and pitfalls of this new work (e.g. Rossi, 1972).

Weiss (1966) was one of the first to recognize that systematic studies of evaluation practice were needed, but her call for research went largely unheeded until the early 1970s, when "model building" had subsided and evaluators still found themselves faced with the frustrating feeling that evaluation was not living up to its initial promise. In 1973, Rippey wrote:



At the moment, there seems to be no evidence that evaluation, although the law of the land, contributes anything to educational practice other than headaches for the researcher, threats for the innovators, and depressing articles for journals devoted to evaluation. (1973, p. 9)

The most fundamental complaint lodged against evaluation was that the information it produced was largely ignored by policymakers and managers (e.g. Cohen & Garet, 1975). Continuing dissatisfaction with the state of evaluation use ushered in a period of reassessment and consolidation. ~~Publication of the massive Handbook of Evaluation Research (Struening & Guttentag, 1975)~~ capped, in a way, the earlier era, and the Stanford Evaluation Consortium's strong critique of the Handbook (Ross & Cronbach, 1976) showed that new thinking about evaluation roles was underway. The Consortium proposed an "alternative and extended view of evaluation research" in which evaluation was to become a collaborative adjunct to program management:

Evaluation thus becomes a component of the evolving program itself, rather than disinterested monitoring... Formal reports to outsiders are reduced in significance, and research findings become not conclusions but updating of the system's picture of itself. (p. 18)

Along with theoretical reconsiderations came some initial steps toward empirically determining where evaluation practice stood and how its successes or failures could be explained. (Alkin et al., 1974;

Bernstein & Freeman, 1975; Patton et al., 1975). Still, this data was quite limited; of the three studies just cited, only that by Alkin and associates focused on school program evaluation, and it examined just 42 local Title VII (bilingual) programs.

The empirical data base on local school program evaluation has not expanded greatly in the intervening years, as a recent major appraisal of educational program evaluation undertaken for Congress and the U.S. Department of Education indicates. That report (Boruch & Cordray, 1980) cited only three existing studies of "how evaluations are conducted within LEAs [Local Educational Agencies, i.e. school districts]." One was a UCLA Center for the Study of Evaluation (CSE) questionnaire survey of 230 school district evaluation offices (Lyon et al., 1978). The others were a survey of budget category expenditures in 35 urban school district evaluation units (Webster & Stufflebeam, 1980), and a National Center for Educational Statistics (NCES) survey to determine how frequently each of the three approved Title I evaluation models were being used (no reference cited).

Boruch and Cordray also included a discussion of local uses of program evaluation data. For this discussion, they drew on four existing sources: the previously mentioned CSE (Lyon et al., 1978) survey; five CSE Evaluation Use Project case studies (Alkin et al.,

1979); an SRI International interview survey in 15 school districts (David, 1978); and another SRI study, of testing in 18 districts (Sproull & Zubrow, 1980).

The relative dearth of information on school evaluation practices has led the National Institute of Education (NIE) to fund the continuing research of the CSE Evaluation Use Project (of which this study was a part), and to support CSE's Evaluation Design Project, which is investigating school district-wide initiatives to link evaluation and testing with instruction (Bank & Williams, 1980). In addition, NIE is supporting a two year study (now in its final year) by the Huron Institute, examining evaluation and testing practices in selected "exemplary" local school districts.

#### Prior Research on School Evaluation Practice

I will not review all of the related studies in detail here but rather characterize them so as to place this Evaluator Field Study in perspective.

#### Quantitative Surveys.

By and large, the major quantitative studies have provided a broad gauge, rather than detailed, look at school district evaluation activity. For example, the 1978 CSE survey (Lyon et al., 1978), which was mailed to directors of school district evaluation units, collected base-level descriptive data on such matters as the size and staffing of the units; their location within each

district's formal organizational structure; the unit's budget and sources of funding; tasks and responsibilities assumed by the unit; and an estimation of how these tasks were prioritized and what proportion of the unit's effort each task occupied.

The survey did not examine how school districts went about the task options listed in the survey -- options such as "assessing the results or worth of instructional programs," and "assessing student achievement of objectives." Nor did it provide much information on evaluation's influence or usefulness. Evaluation unit directors did respond to a few close-ended questions about the uses of their units' services, but actual "users" were not surveyed nor were specific examples of evaluation use asked for in the questionnaire.

Likewise, Webster and Stufflebeam's (1980) survey of large urban district evaluation units looked at budget expenditures, indicating the allocation of resources across evaluation activities, but did not actually examine the services purchased with these expenditures. And NCES's survey (described in Boruch & Cordray, 1980) provided only the most basic data on whether school districts were using the three new Title I evaluation models and on the proportion of districts that had selected each model.<sup>2</sup>

Alkin and his associates (1974) took a more detailed

look at evaluation activity in their study: they examined evaluation reports and sent questionnaires to program directors. However, the small size and nature of the sample (42 ESEA Title VII bilingual programs operating in 1971, under old regulations) makes this data interesting but of qualified usefulness today.

Significantly, the two follow ups to the 1978 CSE Survey -- the CSE Evaluation Design Project (Bank & Williams, 1980) and the Huron Institute study -- have

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moved away from quantitative surveys and instead consist of qualitative field work in a relatively limited number of districts (about 5 and 20, respectively). Thus, the need for more detailed information on actual school district evaluation work has been recognized.

#### Qualitative Studies.

The two projects just mentioned are still in progress and only limited information is available from them. Both are predominantly interview studies which attend most closely to district-wide programs to make evaluation and testing more useful and influential in instructional improvement. To this point, CSE's interviews have focused on central office staff and administrators more than on principals and teachers; as the study progresses, more information on this instructional "bottom line" may become available. Huron Institute interim results have not been released.

The most detailed information currently available on local school program evaluation comes primarily from case studies of evaluation use. Of these, the two major published resources are David's (1978) SRI interview survey and the CSE Evaluation Use case studies (Alkin et al., 1979).

The SRI Study. David examined the local uses of Title I information in 15 districts in 6 states; each district was visited by one or two interviewers for one to two days. Those contacted were: "the Title I director, other project administrators, the Title I evaluator, principals of Title I schools, Title I teaching staff and parents of Title I students. In some districts, non-Title I administrators, such as the superintendent, were also interviewed" (p. 10).

With brief interviews, David was not able to collect detailed information on Title I evaluation practices, but she did conclude that:

the main part of the district Title I evaluation report for all the LEAs visited consists of posttest or gain scores reported for each project on standardized achievement tests. A few evaluations included additional information, such as the results of questionnaires given to staff and parents soliciting their opinions of the project. (1978, p. 13)

Regarding the local uses of this evaluation information, the study reached the following conclusions: meeting state and federal reporting requirements was the

primary local function of these evaluations, the evaluations did also provide "feedback" to school staff and parents (though often merely in a pro forma fashion), and positive results were sometimes pointed to as "confirmation" of success. However, David states: "From the responses to the direct question of how the evaluation results are used, it is clear that they do not primarily serve either as a means of judging the program or as a guide to program improvement" (1978, p. v).<sup>3</sup>

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The CSE Case Studies of Evaluation Utilization.

Between 1975 and 1978, Alkin, White, and I conducted and analyzed five case studies of school programs and their evaluations. These case studies are among the most detailed examinations of school program evaluation available in the literature. Each case study focused on the evaluation history -- some months after the fact -- of an ESEA Title I (compensatory education) or Title IV-C (innovative) public school program. Through several open-ended interviews with the program's administrators, evaluator, and selected other informants (such as teachers, state monitors, etc.), a detailed account of the program's evaluation and its consequences was constructed. The interviews ranged widely over the program's and the evaluation's purposes, history, context, organizational structure, procedures, effects, personnel, and politics; the chronology of important events in the course of the

evaluation; the evaluation information produced; the changes made in the program, or in people's attitudes towards or decisions about the program, and evaluation's influence upon these changes; the changes in, or decisions about, the evaluation; and, finally, the web of causes and explanations surrounding all the matters listed above.

A narrative "case study report" was produced for each case. Each reported the facts of the program and its evaluation and described the evaluation's influence.

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Beyond that, my colleagues and I tried to "make sense" of what happened, explaining, as best we could, why the evaluation turned out as it did and why it had the degree of influence it did. In Using Evaluations (Alkin et al., 1979), the five studies were reported and analyzed.

In contrast with David (1978), the evaluations we studied were used, at least to some degree. Not all the evaluative information was interesting or relevant to local school personnel, but they did consider and at times use portions of the information.\*

We also found that certain features of the five situations seemed especially important for utilization, in the sense that the case discussions referred to these features again and again. These features formed the nucleus of a "framework for analyzing evaluation situations" that concluded the analysis. The major elements of the framework are enumerated in Appendix A



(p. 198). Chapter 9 of Using Evaluations fully describes the framework, providing the illustrations from the cases that are integral to it.

The elements of the framework vary considerably in nature and potential manipulability. Some, such as the evaluation's mandatory requirements (1.2) or the relationship between the school and central district administration (5.1), are typically beyond the evaluator's control. But others, especially those in Category 3

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("Evaluator's Approach"), can be purposely manipulated. Using Evaluations clearly implied that evaluators should "take into account" factors such as those listed in the framework. However, the book stopped short of formulating a recommended evaluation approach that would guide evaluators in doing more useful work.

#### Rationale for the Evaluator Field Study

##### Importance of the Evaluator's Approach

Within the Evaluation Use Project, however, we had already begun to formulate and discuss recommendations. We felt that the key to increased local evaluation use was for evaluators to assume an adaptive, "helper" approach consciously oriented to the needs of specific local program managers. In the more locally useful evaluation cases we had studied, the evaluators had not assumed a detached stance, applying some ready-made research or evaluation "template" to the programs they served. They

did not assume that programs ran exactly as stated in written, official plans, nor did they assume that the programs' official goals were the prime interests of managers and staff.

Instead, the evaluators spent time with managers and staff, determining from them what information or services would be most useful for program improvement. Then they built into their evaluation work whatever extra was required to provide the locally useful information. In many ways, it seemed that these evaluators had made a commitment to "care most" about local users. Although they carried out the mandated evaluation tasks with integrity, their real interest and emphasis seemed to be with the local consequences of the evaluation, not with the information they might report out to funding agents and others.

It appeared, too, that the local program managers had responded positively to this evaluator commitment. Whereas the program personnel often began the evaluation with some apprehension or defensiveness, a rapport and mutual respect and trust began to develop between them and the "user oriented" evaluators. This rapport, in turn, facilitated the acceptance, credibility, and use of evaluation information within the program.

Finally, this whole process of focusing the evaluation and developing a productive working

relationship was facilitated by frequent interaction. Use seemed to be enhanced by making the evaluation fully participatory, involving the program personnel at all phases and working with them to make sense of the evaluation data as soon as it became available.

### Unresolved Issues

The case studies had fairly convincingly persuaded us that the "user focused" approach just described would contribute significantly to local evaluation use. As if to confirm this, related strategies had begun to be described by others (Ross & Cronbach, 1976; Patton, 1978). Still, there were important questions left unresolved by the CSE case study data.

For example, there was the matter of organizational readiness or support for such an approach. Were there important organizational supports or constraints that needed to be taken into account before we recommended a "user focused" strategy to evaluators or school systems? Two of the most "user focused" evaluators we had studied worked within the same district. Perhaps there was something special about that district that facilitated the evaluators' work. Would another, different district be a hospitable environment for this strategy? The case studies had focused tightly on the evaluators' work with programs, not on their worklife within the district; organizational factors affecting the evaluators had seldom

been explored.

Assuming that the "user focused" strategy could reasonably be recommended to school evaluators, was such an approach applicable to all the programs with which the evaluator might work, and was attempting to be "user focused" enough, or might some programs rebuff the evaluator? The case studies had looked at each evaluator's work with a single program (typically selected, in one way or another, by evaluator nomination).

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We had not examined the evaluators' other work efforts. Although we had sought to avoid "showcase" or "pet" programs and evaluations, there was still the lingering possibility that these were the evaluators' best efforts.

#### The Need for a Field Study of Evaluators at Work

Considerations such as those just mentioned indicated that a long-term, detailed study of school program evaluators at work was needed. Importantly, this did not have to be a study of evaluators trying to implement our recommendations (although that, ultimately, would also be useful). We were not ready to mount an intervention or experiment in the schools, but we could productively send into the schools a member of the Evaluation Use Project team, to examine the evaluation work environment and the nature of current evaluation efforts.

Even at a purely descriptive level, such a study would be a non-trivial addition to the still limited

database on current evaluation practice. In addition, as a pre-sensitized observer -- familiar with the essentials of user-focused evaluation -- I would be able to reflect upon the unfolding data in search of information relevant to the sort of "unresolved issues" mentioned above.

For example, by working with the evaluators for a period of months, I might come to see the organizational panorama as they saw it. I could explore with them the encouragements and constraints that the organization placed upon their work, factors that might apply equally to user-focused evaluation. By following evaluators through their work tasks, I could directly observe their interactions with a variety of program managers and staff. I could see whether they were already seeking to adapt evaluation to local needs; if they were, I could see how their initiatives were received.

Thus, an on-the-spot study of evaluators at work promised important insights, which would help us (and, potentially, others) to refine any evaluation recommendations we might wish to make. In this research study, I set out to collect the needed information.

The study was a success at all levels. Chapters 3 and 4 are a useful contribution to the descriptive data available on school evaluation practice. The analysis made in Chapter 5 shows, too, that important theoretical

insights were won. It appears now that we may have underestimated the organizational impediments to useful evaluation in the schools. Evaluation that is focused on the instructional concerns of local program managers, while appropriate and beneficial in some cases, may be less widely and routinely applicable than we had hoped.

Cautionary Notes on the Research Perspective

This Study Focuses on Local Schools

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Evaluation is applicable to any number of environments and programs. Indeed, some of the problems faced by local school program evaluators appear to be similar to those reported by mental health evaluators, social action program evaluators, and others (see e.g., Patton et al., 1975). Nevertheless, this study's focus is on evaluation in local public schools, and in Chapter 5 much of the analysis will hinge on the distinctive characteristics of school organizations.

Also, local school program evaluation often exists in response to external mandates, for example, from state and federal agencies, and some portion of the information collected locally is transmitted upward to these higher levels. A study of "local evaluation" could encompass the complete system of organizations and agencies which connect in one fashion or another with local activity. That is not the approach taken here. A study of such breadth would have been far beyond the the time and

resources available for this research. The focus is instead more tightly drawn; I examine the nature and immediate circumstances of local evaluation work and the consequences of that work for the evaluators and for local school district personnel. Remarks concerning the external environment do appear, but I cannot claim an exhaustive analysis of the relations between local evaluation and the larger educational and governmental systems in which it is embedded.

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#### The Study Emphasizes the Evaluators' Perspective

The reader of this report must bear in mind the evaluator-centered perspective from which the study is written. The choice of perspective allowed me to examine closely the work environment as it was seen by the school program evaluators themselves; nevertheless, it did limit the information I could collect on certain events -- information that might have been more accessible from a different research perspective.

Other local perspectives on evaluation should also be examined: for example, that of principals, teachers, program administrators, central district officials, and the public. Fortunately, the impending completion of several current studies -- by CSE and the Huron Institute among others -- promises that this information will be forthcoming.

## Notes

1. Definitions of "program evaluation" abound -- and seldom agree (Glass & Ellett, 1980). For the purpose of this discussion, a "reasonable" definition is illustrative enough. Wholey (1979), for example, states:

Program evaluation is the measurement of program performance, the making of comparisons based on those measurements, and the use of the resulting information in policy-making and program management. (p. 1)

Program "performance" he defines as including:

the resources that go into the program, the program activities undertaken, and the outcomes and impacts of those program activities

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including both progress toward program objectives and side-effects on those served and on the environment in which the program operates. (p. 1)

2. Boruch & Cordray (1980) summarize the NCES results. Sixty-three percent of the districts in the national probability sample were using a model. Of that group, 90% were using one of the three approved models: 86% used model 1; the other 4% divided between models 2 and 3.

Model 1 is the simplest and technically weakest model (c.f. Linn, 1979). No control or comparison group is used. Title I children are tested pre- and post-"treatment," and their standing relative to a fixed national norm group is computed. Changes in standing from pretest to posttest are attributed to program effects. Thus, students might start the program at the "30th percentile" (i.e. doing better than 30% of the national comparison group, but worse than 70%) and end at the 40th percentile. The ten percentile point gain would be attributed to program effects.

3. Several reasons for this limited use emerged in David's interviews. Respondents criticized the evaluation data's narrowness (data were often limited to scores from standardized tests), the evaluation's insensitivity to such other important factors as student mobility and socioeconomic status, the evaluation report's lack of timeliness, etc. Beyond these complaints, other important forces mitigated these evaluations' influences. David notes that since Title I programs change little, there are few occasions for evaluation to influence change. When decisions are made, political and budgetary



considerations play a more important role than evaluation data. David argues, also, that two key attitudes of Title I personnel would limit evaluation use even if better and more comprehensive evaluation data were generated: (a) staff tend to associate evaluation with accountability, not with program improvement, and (b) staff are usually committed to the program and convinced of its worth, hence likely to discount negative information.

4. In the "Rockland" case, for example, an evaluation was specially designed to determine the value of a music component attached to the regular Title I program. Based on the data, the music component (provided by an external, commercial contractor) was discontinued. In "Bayview," the evaluator tried to work closely with the director of a Title IV-C dropout prevention program. Relations were good, but use was slight: a classroom assessment of "individualization" (developed in concert with the teachers) may have spurred teachers to work harder to individualize instruction for students.

In "Valley Vista," a Title I school adopted the Wisconsin Research Center's IGE (Individually Guided Education) program, which stresses team teaching and collegial decision making. The official Title I evaluation was little used, but the school's own "resource teachers" acted as useful internal evaluators and troubleshooters. In "Clayburne," a new "career education" high school was opened. Its evaluator, a man with considerable vocational education expertise, helped staff and principal plan and refine their curriculum. And, finally, in "Garrison," the positive evaluation of a new (Title IV-C supported) bilingual program helped assuage community concerns and win later financial support from other sources.

## Chapter 2

### METHODS

#### Overview

The Evaluator Field Study examined evaluation work as it unfolded and as it appeared from the perspective of the school program evaluator. The research relied primarily on on-the-spot observations and informal discussions with the evaluator and colleagues supplemented by some slightly more formal "interviewing."

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Three school program evaluators within the same urban district were observed as they carried out various evaluation activities. I entered the study site -- a school district evaluation office -- and spent an initial orienting period "tagging along" with the evaluator selected for study, observing and discussing his or her work but also concentrating on becoming familiar with the work setting. Thereafter, each subject evaluator's work was traced in more deliberate fashion, focusing on the stream of decisions and events surrounding various work tasks. Critical events were observed as they occurred, discussed with the evaluator, and followed to resolution. From these observations and discussions, an evaluator's view of events was built.

### Selection of Evaluators and Study Situations

The several criteria for selecting evaluator-subjects were based primarily upon a conception of the kind of evaluator for whom the CSE Evaluation Use Project wished to develop recommendations. First, it seemed most appropriate to study "in-house" evaluators rather than external consultants. As described in Chapter 1, a "user focused" evaluation approach entailed a great amount of evaluator - program interaction. It seemed likely that in-house evaluators would be more suited to this time consuming role.<sup>1</sup>

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Second, the subjects should be working with schools involved in program evaluations -- not simply district testing or the like. Third, if more than one evaluator was associated with a program, then the senior evaluator, "in charge," was the preferred subject. He or she would be the most likely person to make decisions about the evaluation's focus. Finally, subject cooperation should be voluntary, not coerced.

Resources and time dictated that no more than two or three evaluators could be studied and that these should be picked from no more than two districts. The choice between a single district study and a two district study was problematic. Concentrating all the effort in a single district would allow the greatest "coverage" of evaluation work in the district. Splitting effort between two

districts would allow cross-comparisons of organizational environments. As it happened, chance events determined the ultimate outcome: a single-district study.

The research began with a two-district strategy. One was to be an urban district, the other a smaller suburban one. The difference in size, structure, and community environment was expected to be interesting to pursue in the analysis. The search for these districts proceeded along fairly informal lines, as is usually the case in small-scale qualitative studies (Bogdan & Taylor, 1975). Geographic proximity and the existence of a likely contact person were important considerations.<sup>2</sup> Metro Unified School District, the urban district, was a clear choice based upon these criteria. The other site, Santa Lucia, seemed representative of a class of moderate-size suburban districts. Santa Lucia was a bedroom community; its unified district (ADA approximately 20,000-30,000) was of "low wealth" due to the lack of industry.

Subjects were identified and work began in both districts, but the Santa Lucia component of the study proved unsatisfactory. The evaluator-subject there was also the director of special programs. It developed that, contrary to initial understandings, he normally did very little program evaluation work; the research field visits were prompting him to consider initiating new evaluation work that probably would not have occurred otherwise.

With regret, I terminated the Santa Lucia involvement. At that point in the research effort, however, it was impractical to locate a replacement district, and therefore all the remaining work was concentrated in the single urban district, Metro Unified.

#### Metro Unified School District

Metro Unified School District was promised anonymity in this research effort, so no detailed description of Metro's size, organizational structure, student or

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community population will be given. The analytically relevant characteristics of Metro are, however, described as they naturally arise within the chapters to follow. Fortunately, the most relevant characteristics appear to be "common" properties of schools (as argued in Chapter 5), so the tension between confidentiality and analytical detail is more relaxed than it might otherwise have been.

Suffice it to say here, Metro is a large urban district in California. In recent years it has taken some steps toward decentralization, but decision making on important issues is reputedly still highly centralized. Its service population includes students from all socio-economic strata and racial-ethnic backgrounds. Like several other California districts, Metro is engaged in an evolving integration effort; in addition, its bilingual service programs are rapidly expanding in response to demographic changes and state legislative requirements.

Metro maintains an Evaluation & Testing Office, which handles evaluation related to compensatory education programs, coordinates district-wide achievement testing, and conducts other "special studies" for district purposes. Program evaluations for specially-funded programs other than compensatory education (e.g. ESEA Title IV-C) have historically been contracted to external consultants.

#### Initial Contacts in Metro District

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Initial contact was made in early May 1979 by Dr. Marvin Alkin, the CSE Evaluation Use Project Director, with Dr. Barbara Peterson, Director of Metro's Evaluation & Testing Office. At that time, Dr. Alkin briefly discussed the purposes and methods of the study and explored the district's willingness to cooperate and its suitability for my research. Dr. Peterson -- who was already acquainted with Dr. Alkin -- was almost immediately receptive to the field study idea: she herself had undertaken a case study of an evaluation during her student years, and she agreed that evaluation "theorizing" should be informed by a knowledge of school evaluation settings.

Dr. Peterson arranged for me to meet with her and with Mrs. Elaine Bowman, an evaluation staff member she thought fit the evaluator-subject criteria. Few, if any, other staff within Dr. Peterson's immediate offices were

assigned as program evaluators; most either held administrative positions or worked on research or testing activities rather than program evaluation.

Mrs. Bowman, however, was a recent addition to the staff, hired expressly to serve as the evaluator of a newly created special program, the Preschool Language Program for School Success (PLPSS). (See Chapter 3 for further detail on the nature of this program.)

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I met with Dr. Peterson and Mrs. Bowman in their offices and described the purposes and methods of the research. Dr. Peterson remained favorable to the research, and Mrs. Bowman seemed relatively unperturbed at the idea of being observed. (Acting entirely on her own, she may or may not have granted permission for the researcher to follow her work -- but probably the important point is that Mrs. Bowman and I quickly established a comfortable working relationship. Thus, her cooperation as the study progressed was not forced or grudgingly given.) I accompanied Mrs. Bowman through the months of May and June, observing her work on the PLPSS evaluation.

In the fall, after the summer hiatus, I reestablished contact with the Evaluation & Testing (E & T) Office. At that time, I discovered that Mrs. Bowman had left the Office (and Metro), and I was directed to the work of Mrs. Carrie Jenkins, an evaluation staff member with the

Office's Compensatory Education Evaluation Unit. Mrs. Jenkins had an intriguing dual role as a "regular" evaluator for a subset of the district's Title I schools and as the evaluator assigned to a special district-funded child service program. It was the latter role that first attracted my attention to Mrs. Jenkins, because she seemed most "in charge" of the child service evaluation work. However, as the research progressed, Mrs. Jenkins' Title I duties took center stage in the research, and they are the topic of Chapter 4 of this report.<sup>3</sup>

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Contact here was made by phone with the supervisor of Mrs. Jenkins' Compensatory Education Evaluation Unit, who responded cooperatively -- probably because he received assurances from the higher Evaluation & Testing Office administrators whom Dr. Alkin and I first contacted. (Certainly the previous spring's smoothly accomplished research activities "greased the wheels" somewhat for this second entree.) The supervisor, in turn, conveyed his approval to Mrs. Jenkins. I then called Jenkins to arrange a personal meeting. Mrs. Jenkins agreed to participate, perhaps with some trepidation, but again the actual research experience fairly quickly assuaged her concerns.

Meanwhile, I discovered that the PLPSS, the "pilot" case, was being evaluated once again by a new evaluator, Ms. Diane Grimes. Phone calls to Dr. Peterson, E & T



Director, and Dr. William Ganz, Ms. Grimes' supervisor, secured their approval for a further study of the 1979-80 PLPSS evaluation. Ms. Grimes and I met in January 1980 and immediately began the new PLPSS research.

Thus, ultimately (with the attrition of the Santa Lucia case), I collected research data on three evaluators from Metro Unified School District. Mrs. Bowman and her successor, Ms. Grimes, worked with the PLPSS evaluation in spring 1979 and school year 1979-80, respectively. Their work is discussed in a single chapter (Chapter 3). Mrs. Jenkins' work in the Compensatory Education Evaluation Unit is reported separately, in Chapter 4.

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#### The Research Process

The details of the research varied, quite naturally, from case to case. Here I describe the general pattern of the research.

The very first days in the field were devoted to "getting acquainted" and "getting one's bearings." Typically, the first meeting with the evaluator subject was something of a two-sided interview: the evaluator was getting a fix on my intentions, purpose and style, and I was learning as much as possible about the evaluator's work and personal style. Of course, this "getting acquainted" was not completed at the end of the first meeting; generally, the first few meetings had as part of their purpose the goal of acquainting me with the

evaluator's work situation. Thus, for example, in the PLPSS case, visits to program classrooms were quickly scheduled. And in the case of the Comp Ed evaluator, I was soon scheduled to observe a "routine" Title I liaison visit and to take a tour of the child service program with which the evaluator also worked.

During these initial excursions, the evaluators were very much my guides to the workplace -- suggesting interesting things to experience, making introductions to colleagues, and letting me tag along with them on their rounds. Much of the initial time was also spent establishing the research relationship, for example, by my providing further explanations about the research to the evaluators and to others we encountered. These initial interactions were important, not only because the hosts were sizing me up, but also because my role vis-a-vis the subjects was being negotiated.\* Of course, I was simultaneously becoming more familiar with the subject evaluator's job responsibilities, current activities, etc. and learning the basic office routines.

The observational sessions were not excessively long. With the Comp Ed evaluator, Mrs. Jenkins, I usually spent about a half day at a session, which corresponded to the way she usually blocked her time. Interspersed with these half day sessions out in the schools were occasional meetings at her office, usually to catch up on events I

had not been able to observe personally.

With Mrs. Bowman, the PLPSS's first evaluator, I was able to ride along on much of the evaluator's activities during the hectic six weeks in May and June, 1979, when the bulk of the evaluation took place. She was too busy for lengthy interviews but not at all hesitant to have me accompany her and talk. Ms. Grimes' full year evaluation of the PLPSS required a different approach for the ~~research. Grimes put in long stretches of "desk work,"~~

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busy for her but leaving me almost nothing to do but hover. Rather than investigating ways to fade into the walls, I settled on a routine of frequent short interviews and phone calls to check the progress of the evaluation along with occasional observations of evaluation "events," like the evaluator's classroom observations, her testing sessions, her interviews with administrators, and her other trips to the schools.

Table I summarizes the data on "contact hours" (spent interviewing and observing) and number of field visits. Telephone conversations are not reflected in these figures.

Table 1  
Contacts with Evaluators

Evaluator	Program	Time Frame	Contact Hours	Field Visits
Bowman	PLPSS	5/79-6/79	38	11
Grimes	PLPSS	1/80-6/80	46	15
Jenkins	Comp Ed	11/79-6/80	70	20

Depending upon Jenkins' and Grimes' schedules, some weeks during the 1979-80 school year were very busy for me, involving several sessions with each evaluator; other weeks were quiet. The decision to "tag along" on any given activity was a joint one. Some activities the evaluators recommended as likely to be interesting; others, I selected from the evaluators' upcoming schedule, based on the contribution they might make to the unfolding analysis of each case. The evaluators were given veto power over my suggestions, a power almost never exercised.<sup>5</sup>

It was sometimes possible to take notes during the actual observations -- for example, during observations of meetings where other participants were making notes. In any event, detailed field notes were prepared immediately following each observational session.

The Using Evaluations framework (Alkin et al., 1979, Chap. 9) was a natural initial guide to situational characteristics to which I should be sensitive. So, too,

did the "unresolved issues" from the CSE case studies (see Chapter 1, p. 19) suggest topics to be explored in the research. As the research unfolded, yet another (partially overlapping) list of potentially significant topics began to take shape, which I formulated and systematized in a series of draft topic lists (see Appendix B). These topics grew out of the interplay between observation and interpretation that is an important part of any good qualitative field study. In this interplay, working hypotheses about the important features and dynamics of the cases were developed through continual reflection on the incoming field data. These working hypotheses could then be mentally mapped against new data and refined, modified, or replaced as seemed most appropriate.

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#### A Personal Comment on Rapport

My relations with all the evaluators were genuinely friendly and respectful. Mrs. Bowman and I worked together during the 1979 gasoline shortage. We usually took only one car on trips to the schools, trading off the driving. She was involved in a hectically paced evaluation, but seemed to appreciate having a sidekick. I was a complete novice to Metro and eager to learn. We got along very well.

Mrs. Jenkins, the Comp Ed evaluator, was reserved but uniformly polite and helpful as we began the study. Soon,

the reserve dissolved. Ms. Grimes was also reserved at first, but we found common ground in the fact that both of us were doctoral students, working on dissertations. Both Jenkins and Grimes were superbly cooperative and open. I believe they felt comfortable that my interests were in learning about school program evaluation and that I was not rating or grading their work -- or assuming I knew how to do it better than they did.

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In sum, I believe that the solid rapport established during the many hours and months of the study contributed greatly to the quality of the data. The fact that the research was of long duration definitely contributed to this rapport: recurring contact can gradually break through the natural reticence, and sometimes defensiveness, of first encounters.

#### The Research Report

Observations and discussions with the PLPSS and Comp Ed evaluators continued through the end of the school year. Following a complete review of the field notes, a draft of the first four chapters of this report was prepared in July and August as an initial step toward analyzing the data. The three evaluators reviewed that draft and discussed their comments with me in private interviews. Their suggestions and comments are incorporated in this final version. In addition, the material for the brief epilogues to each of Chapters 3

and 4 was derived from the "updated news" I learned from the two current Metro evaluators, Jenkins and Grimes.

### Notes

1. Many external evaluation consultants can make only very limited time commitments to the programs they serve; they often have several other evaluation clients and, indeed, may have other quite substantial responsibilities, as in the case of university professors or professional researchers with part-time consulting practices. Under these circumstances and given the daily rates external consultants often charge, the intensive consultative role we advocate may not be practicable.

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2. Also, I wanted to select a different district from the one in which two of the most "user focused" evaluators in the CSE case studies had worked (see Chapter 1, p. 19). There was some indication that the previously studied district had one of the better evaluation programs in the state. Its successes had already had considerable "play" in the book, Using Evaluations (Alkin et al., 1979), and this time I wished to study a district that might be less of an evaluation "showcase."

3. Mrs. Jenkins' work as the sole evaluator working with a discrete special program also seemed to offer a situation like the preceding spring's very "smooth" study of Mrs. Bowman and the PLPSS evaluation. As the study progressed, it became clear that the special program's managers were less willing to allow me to "tag along" with Mrs. Jenkins than she herself was. (See also Note 5.) The Title I schools were more open to me and, once glimpsed, the Title I evaluation situation was almost impossible to resist investigating, because I began to note the organizational factors described in Chapter 5.

4. The image I tried to present to the subjects had several facets. On a personal level, I hoped the subjects saw me as personable, interested, sincere, and trustworthy. Trying hard to manipulate the appearance of these things, though, seemed dishonest and counterproductive. The approach taken was to show a non-judgmental interest in their work and to behave like a guest in their "house." The research role I adopted was roughly that of a "participating" observer. In this role, I accompanied the evaluators, sitting in on meetings they attended, conversing with them and with those they

encountered, observing and listening. Thus, I was an interacting, but restrained participant in the events going on, not a silent watcher. An important step in defining this research role was setting boundaries on participation in events; on my part, I vigorously avoided becoming a consultant to the evaluators.

5. The only major access problem I encountered was in relation to Mrs. Jenkins' work with the child service program. Jenkins relayed the child service program manager's objections to my attending some meetings. My decision to concentrate on Jenkins' Title I activity eliminated that problem. My impression about the child service program was not that there was anything significant to hide. Rather, its manager was a highly placed district administrator who preferred not to be a part of the study, and who was not shy about making that preference stick.

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The only other events I could not attend were the weekly E & T Office staff meetings and the state review team visits to schools (see Chapter 4). I was told (by the evaluators) that Dr. Peterson preferred that only E & T staff attend the weekly office meeting. I expected that Peterson would have approved my attending ...but I preferred to maintain a "low profile" by minimizing my visits to the central E & T suite. I often heard about the meetings later. State review team visits to schools were another matter; as a matter of policy, reviewers went about their work without accompaniment.



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**Part II**

**The Cases**

## Chapter 3

### THE PLPSS EVALUATORS

This is the story of two evaluators, one the successor of the other, who designed and conducted the evaluation of Metro District's Preschool Language Program for School Success (PLPSS) during its first two years of operation. PLPSS was a rather special program, as will be seen, so one must be careful about asserting the

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"typicality" of this case; nevertheless, the events of its evaluation seem illustrative of a number of the challenges school program evaluators may encounter.

#### The Preschool Language Program for School Success

The Preschool Language Program for School Success (or "PLPSS program," as it is often referred to) is one small part of Metro District's integration effort. PLPSS has acquired little attention or visibility outside of the school communities it directly serves. No major media coverage has been given to the PLPSS; local newspapers and television are far more interested in the major "hot" issue -- mandatory busing. The closest they come to commenting on the PLPSS is in brief mention of the "RIS" (Racially Isolated Schools) package, a set of special programs and services, of which PLPSS is one component, for the many schools left untouched by the district's busing plan.

The origins of the PLPSS are sketched in the introduction to the first year's evaluation report, which is excerpted in Appendix C. This report notes that the district had "experience with" a preschool program in the district's compensatory education program and, as part of the district's commitment to quality education within the integration effort, the Board of Education mandated in late January 1979 a similar program for children in the racially isolated schools. Left unsaid is the fact that

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the compensatory education preschool program was cut when the state reduced its supporting funds. The new, integration-earmarked funds offered an opportunity to re-fund a preschool program, albeit only in the special RI schools.<sup>1</sup>

The RIS package as a whole played an important role in bolstering the district's integration case. Large numbers of schools and students were left untouched by the busing plan and would remain "segregated." To make this palatable to the court, it was important not only to show that desegregating these schools was not feasible but also to provide a set of services which would credibly meet the schools' needs and, in the language of the court, "alleviate the harms of racial isolation." Thus, the district was eager to fund a comprehensive package of services for the RI schools.

## Organization

The authorization for the program, with its attendant specifications, appears in Appendix C. In brief, each school was to have one program teacher, who would teach two, two-hour classes per day (e.g., 9-11am & 1-3pm) four days per week. Classes were to be limited to 15 students each. Two paid aides were authorized, one for each class. Money for parent education instruction was provided; the program teacher often helped select the "parent ed"

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teacher (from a list of approved personnel) and, perhaps, monitored the parent ed instruction.<sup>2</sup>

Program teachers were supervised by the principals of the participating schools. Program content was to be supervised by the Regional Instructional Coordinators (RICs) assigned to the several subregions of the district. These RICs in turn reported to the two central administrators in charge of the PLPSS: Dr. Robert Hamilton, of the Office of Student Integration, and Mr. Lloyd Miller, Director of Elementary Instruction.

The PLPSS's specified purpose was as follows:

The [preschool language program for school success] will provide for students, ages 3.9 to 4.9 years, an opportunity to acquire and extend vocabulary, listening and speaking skills, and pre-reading comprehension skills which will prepare them for success in the regular school program and environment. (Appendix C, p. 234)

### Implementation, Spring 1979

The program was rushed into operation in Spring 1979, perhaps because the court had responded positively to the idea of special services for the racially isolated schools. Money was available from the integration funds, and materials from the old compensatory education preschool program were still on hand, making the PLPSS a candidate for quick implementation. Nevertheless, putting the program into operation on such short notice was a challenge; while a few schools began operating classes in March, others began classes as late as May.

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Simply establishing the classes in such a short time was an accomplishment. Recruiting teachers this late in the school year was difficult, but the positions had to be filled. As a result, some teachers were rather "green," and many had never taught preschool children before.<sup>3</sup> Providing complete coordination and clear direction was perhaps too much to ask: directions from higher levels to the teachers were few, and specification of the precise goals and methods of the program was very sketchy. Most if not all the teachers were given a copy of the Preschool Guide, a curriculum and child development resource document that had been prepared for the old preschool program, though it is doubtful they all read it. The first program-wide staff development meeting was, however, not held until May 11, 1979, and at that meeting, attended

by principals, teachers, and aides, it was clear that much remained to be done in clarifying the Program.†

Implementation, School Year 1979-80

By the fall of 1979, implementation of the program was substantially more complete. All but one of the schools from the previous spring were maintained in the program, and several new schools were added.

The Regional Instructional Coordinators took a more assertive role in managing the program this year. For example, they planned a program-wide staff development meeting for October 1979 (a month after the beginning of school); two more such meetings were organized by the RICs and were held in early December and late February. In addition, several RICs held smaller meetings for the teachers in their regions.

As before, Dr. Robert Hamilton and Mr. Lloyd Miller held the highest operational authority over the program -- although, as before, neither could involve himself on a day-to-day basis. Both did participate in the program-wide meetings, and both interacted with the program's evaluator and the RICs.

The structure of the program remained essentially as it had been in the preceding spring: one teacher per school, two classes per day, one paid aide per class, and four days of instruction per week. The Preschool Guide was again the primary printed curriculum resource,

although the several staff development meetings may have been a significant source of instructional ideas, too.

The final evaluation report for 1979-80 describes the program's purpose as follows:

The program was designed for children from ages 3-9 to 4-9 in schools designated as [Racially Isolated Schools (RIS)]. The goal of the program was to provide the participants an opportunity to acquire the communication skills needed for future success in the regular school program. Instructional emphasis was placed on vocabulary expansion, listening, speaking, and ~~pre-reading comprehension skills in preparation~~ for the regular school program and environment. Parents were encouraged to participate in the program through volunteer tutoring and parent education classes. The parent component was designed to provide parents the opportunity to participate in classroom observation, and workshop training, with instruction in child growth, development, health and nutrition. (Appendix F, p. 262)

This was more or less a paraphrase and expansion of the goal statement in the Spring 1979 evaluation report, which in turn was drawn almost verbatim from the District's authorization order.<sup>5</sup>

#### Evaluation, Spring 1979

##### The Origins of the PLPSS Evaluation.

There appears to have been a general understanding that the components of the integration plan merited, or even required, some sort of evaluation, perhaps because the court had a continuing interest in integration activities: testimony was being taken throughout the 1978-79 school year, and the court itself had established

integration monitoring mechanisms. The school district arranged for its own evaluations of several elements of the integration plan -- including elements also being monitored by the court.

While the decision to evaluate the PLPSS was not remarkable, the fact that the Evaluation & Testing Office was assigned the task was more noteworthy. Previously, most of the evaluation work associated with the ~~integration plan had been "farmed out" by the district to~~ other organizational units or to outside experts; the E & T Office had not, to that point, had much involvement. Perhaps this assignment was simply the first of a new trend: the E & T Office did assume a larger role in this work as time passed.

The evaluation, itself, was implemented on as hurried a timeframe as the PLPSS. The evaluator assigned to the task did not "come aboard" until April 1979; the bulk of the evaluation effort took place in May and June; and the final report was completed in mid to late June 1979.

#### The Evaluator

Mrs. Elaine Bowman was an intriguing choice as the PLPSS evaluator. She came from a background in teaching, curriculum development, and program administration. The previous school year she had held the position of coordinator of Specially Funded Programs for a suburban school district. In the wake of California's Proposition



13, her position had been eliminated. In the still tight job market, she had been forced to return in the fall to teaching in Metro District, where she had begun her career in the area some years before. She had taken the Metro position (as a 5th and 6th grade teacher) in order to "be there," she said, "in case something better opened up." The E & T position was something better, and it was an escape from the harassed life of an inner city teacher, but it was avowedly not the position for which she was

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shooting. During the course of the study, she maintained an active interest in program administrative positions which might be opening up (and, in fact, left the E & T position in early fall 1979 to become a school principal).

Mrs. Bowman's background in program evaluation was limited. She had, at one time, served as a liaison officer for the State Department of Education, in which capacity she had participated in the Monitor and Review visits the state required of specially funded programs. Also, in her position as Coordinator of Specially Funded Programs with the suburban district, she had dealt with program evaluations. But she was not a researcher or evaluator: many times she described herself as a "program person, not an evaluator" in background and inclination.

Evaluation staff positions within E & T were often filled by personnel with some administrative experience, as indeed were many other central office positions within

the district. Certainly Elaine Bowman met this qualification. The evaluation itself was potentially "delicate;" there was no evidence that the courts or the public had yet taken notice of the PLPSS, but any component of the integration program could take on greater significance. Clearly, no one in the district administration wanted to precipitate any problems, so selecting a mature, savvy person who would not bumble into trouble made sense. Mrs. Bowman's administrative

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experience and her background as a liaison officer with the State may have recommended her for the job. Finally, Mrs. Bowman had had substantive experience in curriculum development and had some background in preschool education. Her employers anticipated that this substantive preparation would stand her in good stead as she reviewed the unfolding program. Indeed, some thought that she could provide consultative assistance to the program implementers, who were themselves not all uniformly experienced in preschool education.<sup>6</sup> Actually, Mrs. Bowman's background would have qualified her as "program coordinator" had such a position existed.

Personally, Mrs. Bowman was an outgoing woman, about forty, with a ready, incisive sense of humor. She gave just as well as she took in the office banter and seemed well-liked. During the course of the observation, she seemed open and frank in her remarks, although she did not

seem prone to unintended confessions or slips of the tongue.

As remarked, Mrs. Bowman did not view herself as a researcher or evaluation specialist. At one of our first meetings, I described my own background, mentioning my training in evaluation and prior experience in mathematics; Mrs. Bowman was very quick to respond, with what seemed to be some concern, that the PLPSS evaluation ~~was not anything very "high-powered" and that she was not~~ a research specialist.<sup>7</sup> Throughout the research experience, Mrs. Bowman never sought to portray herself as a design or analysis expert.

#### The Evaluation Process as Originally Planned

Study of the evaluation process began on May 8, 1979 with a meeting with Mrs. Bowman and Dr. Peterson, the Director of Evaluation and Testing.<sup>8</sup> At this first meeting, it became apparent that Mrs. Bowman and Dr. Peterson had formulated an initial plan for the evaluation, which they described to me.

As Mrs. Bowman described it, the central challenge was to determine how to evaluate a "program that does not exist yet."<sup>9</sup> She said the program was still being implemented -- was still just beginning to be implemented -- in a number of participating schools. And in virtually all the schools the staff were still "not sure what's up." Teachers had received the Preschool Guide, but as yet

there had not been a program-wide meeting of staff. Program administrators had provided little in the way of guidance on program purposes, goals, or methods. How, given this situation, should the evaluation proceed?

The approach they had arrived at was to make this year's evaluation an assessment and documentation of the needs of the population being served. Rather than attempt to assess the effects of a scarcely implemented program, they would examine the language competence and "school readiness" of the children and, as they described it, "make a case for the program."<sup>10</sup>

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It was not exactly clear to me to whom or for whom they were planning to make this case, even though I subsequently pursued this issue with Mrs. Bowman. Mrs. Bowman was clear about where her report would be sent -- to the Office of Student Integration -- but she seemed not to know with certainty which persons or groups would ultimately receive copies. It was possible that anyone from the judge in the desegregation case, to the district superintendent, to the school board might read the report or its executive summary -- and she said it was also possible that the report might go no further than to a file in the Office of Student Integration. Given the controversial nature of school integration in Metro, however, there was the potential for wide report distribution -- and Mrs. Bowman seemed to take that

potential very seriously. She said she felt that the evaluation could have an effect on future decisions by the court or district.

To assess the need for the program, it had been decided to test a sample of the children. The Ber-Sil Language test (described briefly in the final evaluation report, Appendix C, p. 228) was selected.<sup>11</sup> It offered the promise of documenting the children's standing, relative to the norm group tested by the Ber-Sil

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developers, in three areas -- passive vocabulary, responses to directions, and visual-motor activity (reproducing figures) -- which seemed related to the child's preparedness for the regular school program. If the sampled children scored below local or national averages, that would indicate "deficiencies" in school preparedness, thus documenting the need for a preschool program like the PLPSS.

Besides testing the children, Mrs. Bowman planned to circulate short questionnaires to principals, teachers, aides, and parents. These are displayed in Appendix D. The questionnaires for principals, teachers, and aides asked whether various materials and services were being made available and were appropriate; this information might tell the program implementors where they needed to target their efforts. Parents were to be questioned on different matters, primarily regarding the extent of their

contacts with the Program, their likes and dislikes about the Program and their suggestions for its objectives.

The preceding were Mrs. Bowman's plans at the beginning of her evaluation, before actually beginning to put the evaluation into action. On May 8th she had been on staff only a few weeks; no testing sample had been selected; no questionnaires had been circulated (though the questionnaires themselves were written); and although Mrs. Bowman had met with some program staff and seen some classes, interviews and observations qua formal activities had not begun.

#### The Final Course of the Evaluation

An examination of Appendix C, containing an excerpted version of the final evaluation report, shows the evaluation work which ultimately was reported. The "evaluation strategy" itself is sketched at the beginning of the report. (See p. 210) Several points are worth commenting upon.

-- The focus of the evaluation report is identified, on page two and in the title itself, as "program implementation," and a reading of the report bears this out. The initial conception of the evaluation as documenting the needs of the preschool children has receded in importance; in its place, the emphasis appears to be on the needs of the program. The Ber-Sil test was administered, albeit in abbreviated fashion, but the discussion of test results occupies less than a page of the report. By and large, the other evaluation activities focused more on staff and program needs, e.g., on staff development or instructional processes.

-- The questionnaires for principals, teachers, and aides, originally intended to provide information about the delivery of program services, have disappeared; in their place, Bowman substituted interviews with a sample of RICs, principals, and teachers regarding implementation issues. (pp. 216-218). (The original plan to survey parents regarding the program was carried out.)

-- Substantial space is given to a report of classroom observations, parent education class observations, and the results of a staff development questionnaire (pp. 213-216, 218-221).

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~~The reasons for these changes will be discussed in~~  
the next several sections.

#### The Testing Process As It Developed

The testing effort appeared initially to be a primary evaluation emphasis, perhaps even the evaluation's centerpiece. Unfortunately, the testing ran into trouble almost immediately, when the test proved problematic for the children. Mrs. Bowman (and I) sat in on an early test as it was conducted by the school psychologist hired for the testing,<sup>12</sup> and the difficulties were clearly demonstrated. A major problem came in the first section of the test, which consisted of vocabulary items spoken to the child, who responded by pointing to a corresponding picture out of a panel of three picture options per item. Many items (perhaps especially among the later items) were difficult for the children, and the total number (100) appeared excessive for these 4 to 5 year olds. The first child observed became tired and restless during the last

half of this section, and began to persevere, selecting the middle picture again and again almost automatically.

At the conclusion of the test, Mrs. Bowman asked the psychologist if the fatigue problem was common and was told it was. After some discussion, Mrs. Bowman instructed the psychologist to administer only the first twenty-five items and to rescore the previous tests based upon these items alone. The next test administration, using only these first items, went much more smoothly, perhaps also because of Mrs. Bowman's further suggestion to use the extra time now available to "warm up the child" (through conversation) prior to testing.<sup>13</sup>

The adjustment expedited the test and made it less of a trial to the children, but it made interpretation of the scores infinitely more difficult. Norms were available for the test at full length, but no norms were given for the (ad hoc) abbreviated version. If "need" was to be determined on the basis of the children's standing relative to the norm group, then shortening the test seriously compromised its usefulness.

Indeed, Mrs. Bowman commented at several points during the analysis of the test scores (while the final report was being written) that she was having difficulty pulling useful data out of the test. Ultimately, she was reduced simply to reporting mean number correct and



percent correct scores.

Mrs. Bowman was also frustrated by the other data from the school psychologist. She expressed continuing dissatisfaction with the psychologist's narrative summaries, saying they weren't helpful and the psychologist just couldn't catch on to what she, Mrs. Bowman, wanted.<sup>14</sup>

The result was that the evaluator's discussion of the ~~test results occupied less than one page in the final~~ report, and the major conclusion was contained in the single sentence: "The children who were tested seemed to have acquired vocabulary skills, but they may need further testing to determine sentence structure and expressive, descriptive language ability" (p. 211). Yet even this is arguable, or at the least the first clause is. From a strict research perspective, the PLPSS students' raw scores needed to be compared with those of other children to determine the PLPSS children's relative standing. No such "norm group" comparison data was available for the shortened Ber-Sil test. Mrs. Bowman did not comment on these norming problems to me at the time, but after reading a draft of this report chapter, she said she knew early on that the test data would not be useful.

The discussion of the test results goes on to state: "This baseline data may also indicate a need for staff inservice for the purpose of definite language development

and the various skills and concepts that must be taught. Teachers may see language development as a vocabulary-communication process and may not identify the specific skills and concepts for expressive and descriptive language development." (p. 211) But this conclusion rests less on the test data than on the classroom observations, which showed a predominance of vocabulary drill rather than storytelling, or other ~~"expressive, descriptive" language activities, and on the~~ evaluator's personally held theory that expressive descriptive language use was central to language development.

Thus (as she later acknowledged to me) Mrs. Bowman was working hard to make something useful out of rather thin test data. What had seemed initially to be the evaluation's centerpiece had proven otherwise.

#### Deletion of the Principal, Teacher, and Aide Surveys

The original plan was to survey principals, teachers, and aides using the questionnaires displayed in Appendix D. These would generate numerical ratings of such elements as the availability and appropriateness of instructional items, the availability and quality of auxiliary services, and the degree to which teachers, aides and parents were informed on the Program. This might have provided useful information about the program's strengths or weaknesses -- but the questionnaires were

never sent to the schools.

The events of the first program-wide staff development meeting provided the explanation. The meeting was attended by virtually all the PLPSS teachers, by the principals of PLPSS schools, and by the Regional Instructional Coordinators (RICs) of the schools involved. Mrs. Bowman was the last of the morning speakers. She was preceded by a number of central administrators, most of whom spoke in generalities about the importance of the program. Bowman's presentation was more specific and concrete: she described the evaluation plan. Dr. Robert Hamilton, from Student Integration, introduced Mrs. Bowman that morning, saying they did not plan a lot of paperwork or a burdensome evaluation process; the evaluation for this first year was to be "quite simple." Mrs. Bowman reiterated this, saying that she was cognizant of, and sympathetic to, the common feeling that there is too much evaluation -- to which there was a rumble of agreement from the crowd. Twice, she said she felt "evaluation should not impose on programs," and she said, "evaluation should be a tool."

With these points made, she began to discuss the instruments she planned to use, copies of which she had distributed. She directed their attention to the questionnaire for teachers and aides. Among the comments that followed, I present, below, several that seemed

particularly salient. One RIC stated: "I appreciate evaluation but what about going to administrators [first, to ask them what they wanted in such a questionnaire]?" The evaluator said that was, indeed, an excellent idea, but time limitations had prevented her from doing it this year. A principal expressed his concern that aides were not sufficiently knowledgeable to make the requested judgments about materials and services. After some discussion, the evaluator initiated a voice vote, which resolved that only teachers should respond to the form. She said, "Fine, that's how we'll do it."

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Mrs. Bowman continued, stating that "the forms can be improved," that they shouldn't hesitate to be critical, and remarking that she had "no ownership of these forms." This may have unleashed rather more than Mrs. Bowman bargained for. Someone in the crowd objected to the decision just reached, claiming that some aides were experienced and could provide valuable information. A spirited debate ensued. Eventually, someone argued that he knew the district well enough to know that if any aides were questioned, their responses would be thought of as "The Aide's Point of View," not just the view of experienced aides. This led to a question about what Evaluation & Testing planned to do with the information. The evaluator said it would go to the Integration Office and, after that, it might make its way to other audiences.

Mrs. Bowman attempted to resolve the issue one more time, asking "Well, principals, how do you feel about the aides responding to this form?" Immediately, a teacher responded, "Why are you asking the principals? I am a teacher, and I'm the one who sees the aides. One of my aides is experienced and could answer this form and the other is 'zip,' and it would be worthless for her." Mrs. Bowman apologized, but before another vote could be taken someone interjected, "I'm a principal, and I guess I would have to include myself with that aide that was 'zip,' because there are some questions here I don't understand" -- prompting some laughter.

The rapid-fire comments, mostly critical of the questionnaire, went on. Mrs. Bowman responded supportively again and again, with "that's good," "let's explore that some more," "let's talk about that," "I need to know that."

Finally, Mrs. Bowman said "All right. Shall we do it? Shall we just tear up this form?" Then, leading the crowd from her position at the front of the room, she said, "Everybody take your yellow form [the form for teachers and aides] and ...," dramatically, she tore the form in half.

The response itself was dramatic: applause and congratulations. She followed by picking up the very similar, white form for principals and led the group in

ripping up that form as well. Again, applause and sounds of approval came from the crowd.

After this drama played itself out, the crowd seemed more subdued and more under control. They gave quick approval to the next form, a staff development questionnaire. They seemed on the verge of approving the questionnaire for parents, too, when the School Improvement Program Coordinator, who had been a speaker earlier that day, rose to say that she personally was

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against the question which said: "What should the program teach my child?" She said (in paraphrase), "We are educators, and we have some training about what is appropriate for a child of this age; but I am also a mother, and I know that as a mother I have a very special idea about what you should do about my child. When he gets out of this program, I want him ready for Yale. Mothers think that way. We should not ask a dangerous question like this."

This comment prompted a round of discussion. The evaluator cast the question as one which would provide information to the staff not so much on what to do as on what parents thought -- suggesting, perhaps, what erroneous thoughts they had which needed to be corrected through parent education. Then she (rather cleverly) said it was too late to change the form, and they either had to go with it as it was or else drop the idea of sending a

questionnaire to the parents. A voice vote confirmed that the form should be distributed. Perhaps as a concession, though, the group endorsed an audience suggestion that the parent form could be distributed, and even filled out, in a parent-teacher conference.

Mrs. Bowman paused, and then turned to the next topic: a description of the Ber-Sil testing. She had expected there would be opposition to testing children of preschool age -- the RICs had privately voiced their own concerns about this -- but the response from the audience was anticlimactic: no particularly active discussion followed. Perhaps they had run out of steam in the preceding exchanges and were eager to finish the morning session. One teacher did ask how the program might address the issue of bilingual education, but Mrs. Bowman turned this aside as a "program question." Shortly, Mrs. Bowman finished her remarks, and the group broke for lunch.

Thus, because of this meeting, the questionnaires for principals, teachers, and aides were dropped. By the following week, Mrs. Bowman had decided she could gather some of the same data (on implementation progress) through personal interviews with RICs, principals, and teachers -- though she would be able to interview only a sample of these personnel. She felt staff would be willing to talk about program status even though they did not like the

idea of the questionnaires.<sup>15</sup>

### Influences on the Evaluation Plan

As the testing proceeded and the difficulties previously described became apparent, Mrs. Bowman realized she would not be able to make the test data the evaluation's centerpiece. With the school year rapidly closing, she turned to her own resources to carry the evaluation through. That is, she went out into classrooms to observe the PLPSS in action, expecting that she would be able to write a useful and interesting critique based upon her expertise in program management and preschool education.

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The classroom observations combined with the staff interviews explained above gave the evaluation a decided "implementation" focus. It was now evolving into a report on progress in implementing the PLPSS, with recommendations for program improvement. Without good test data, the original plan to document the need for the PLPSS became difficult or impossible to carry out. This transition was not made in a single, sudden step, however, and there was at least one other important influence along the way: a meeting with a friend and adviser, described below.

The eventful program meeting at which the staff questionnaires were rejected, occurred Friday, May 11, 1979. The following Monday, May 14th, Mrs. Bowman



remarked to me that perhaps they should approach the evaluation in a more relaxed manner than they had planned; the next day, the 15th, she called to say she had arranged a meeting for the 24th with Dr. Bill White,<sup>16</sup> an evaluation consultant with the County Schools, whose advice she valued and whom she wanted to see for "an inservice" on doing an "implementation evaluation report."

At this meeting, Dr. White worked with Mrs. Bowman in conceptualizing the evaluation. They began with Mrs.

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Bowman discussing the evaluation as an effort to determine "where the children were" and what their needs were. Dr. White turned the discussion first to brainstorming ideas about "What questions should the evaluation answer?" Eventually they generated two organizing questions: what things are needed to implement the program next year, and how is the program doing in getting these things into operation? From these questions they developed a kind of logical structure for the evaluation and its report, with the following sequential components: a) needs assessment; b) implications for operation of the program; c) initial program implementation efforts; d) discrepancies; e) future needs; and f) conclusion.

One should note that this structure emphasizes an assessment and analysis of the program, not the pupils. Mrs. Bowman began the discussion talking about an "implementation evaluation" based upon a needs

assessment of the students. Dr. White seems to have placed much more emphasis on a direct analysis of the program: how it was operating, how it should be operating, and what needed to be done. Mrs. Bowman ultimately did not adopt his formal structure of the evaluation, for reasons that never were made clear,<sup>17</sup> but she did focus more on an assessment of program operation and less on student needs.

#### Concluding Stages of the Spring Evaluation

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The last week of May and the first week of June were devoted to managing the school psychologist's testing work, and conducting observations and interviews. These activities required far more attention and energy than one might initially expect. For example, to select the test sample, student rosters had to be obtained; that required the timely cooperation of principals and teachers. To administer the tests, the school psychologist had to make an appointment to visit each school and had to arrange for testing space, e.g. in a spare classroom. Each preliminary step took time, and the tests themselves seemed to take more time per pupil than originally planned. Observations and interviews similarly required prior arrangements and scheduling. And all of this was complicated by the competing time demands upon the schools, demands that are especially heavy at the end of each school year.

By the second and third weeks of June 1979, Mrs. Bowman was finally able to devote herself to the data analysis, and she began drafting the final report. Prior to this, she had found the time to do a few "mock-ups" of the evaluation report, essentially blocking out its main headings. Slowly she began to fill in the skeleton. The background data on the program and on the population being served were completed early on, as were the appendices, with their copies of "instruments" and other documents.

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On the other hand, the test data analysis was one of the last sections to be completed. As late as June 11th, Mrs. Bowman was perplexed about the format and content of the test analyses. She finally settled for a very modest presentation of the test results, giving primary emphasis to the observations and interviews, instead.

The Spring 1979 PLPSS evaluation was completed in mid to late June. Mrs. Bowman submitted the final report to her superiors immediately before leaving on summer break (since she was employed on about a ten month calendar). My study of this evaluation ceased as well.

#### Evaluation, 1979-80 School Year

My involvement with the evaluation of the PLPSS was not reestablished until January of 1980. At that point the 1979-80 evaluation was already underway, and I found that a new evaluator, Ms. Diane Grimes, had assumed the evaluation task. Mrs. Bowman, it seemed, had left in

early fall to become a school principal.

### The New Evaluator

Ms. Diane Grimes was sought out for the evaluation position, recommended, she thinks, either by Mrs. Bowman or by the Regional Instructional Coordinator whom Ms. Grimes had served as a staff assistant the preceding spring.<sup>18</sup> Ms. Grimes had returned to an elementary school, as a resource teacher, in the 1979-80 school year. On October 11, 1979, however, she received a call asking

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her to attend the PLPSS program-wide meeting the next day, Friday, the 12th. The following Monday, she interviewed for the PLPSS evaluator position; Tuesday, she was hired; two weeks later she started full time in the E & T Office.

Ms. Grimes had worked in Metro for some time -- as an elementary teacher, a curriculum resource coordinator, and an assistant to a RIC. Although she had briefly taught preschoolers, she said she preferred teaching older children. While working for the school district, she was simultaneously pursuing a doctoral degree in reading instruction at a major local university. She had had coursework in evaluation at the university, but evaluation was not a field of concentration in her course program.

Ms. Grimes, a young woman, about thirty years old, seemed well respected and well liked by her colleagues and supervisors. (Her university adviser, for example, asked Ms. Grimes to work with her on a major consulting job in

the summer of 1980.) Ms. Grimes had a pleasant, friendly manner, but she took her responsibilities very seriously. Throughout the course of the research, Ms. Grimes seemed to approach each evaluation task in a carefully planned and organized fashion.

The Evaluation: Plan and Process

Ms. Grimes' penchant for careful planning evidenced itself immediately. She said that almost her first step ~~was to develop the evaluation strategy timeline displayed~~ in Appendix E. I say almost her first step, because before developing the strategy she read Mrs. Bowman's Spring report. The evaluation strategy does show several points of overlap with Mrs. Bowman's earlier efforts, but so too does it bear Ms. Grimes' own stamp. Importantly, Ms. Grimes did not have any opportunity to question Mrs. Bowman about the Spring evaluation prior to Bowman's departure. She did not know about the problems encountered with the Ber-Sil nor was she aware of the rejected staff questionnaires. She learned about these events only after reading a draft of this report chapter in the summer of 1980.

Unlike the preceding Spring's evaluation, Ms. Grimes' 1979-80 evaluation was implemented essentially as planned. The sections to follow examine each of the components of the evaluation strategy outlined by Ms. Grimes in the time-task schedule in Appendix E. (p. 249)

1. Needs Assessment of Teachers and Aides. This was the first item listed on the evaluation strategy. Ms. Grimes meant, here, the analysis of a staff development questionnaire which was submitted to teachers and aides at the October 12, 1979, program-wide staff development meeting. This questionnaire was the previous evaluator's work -- Ms. Grimes had not yet been hired on October 12th -- but Grimes took charge of data collected. She arranged for tabulation of the responses and reported the results to the RICs, who used the information to help plan the subsequent staff development meetings that year.

2. Pupil Assessment. Ms. Grimes states that after reading the Spring evaluation report, she concluded that pupil progress during the 1979-80 school year should be assessed. She interpreted this to mean the children should be pre- and post-tested. Because a correct assessment of program effects required the widest possible spacing between pre-test and post-test, Ms. Grimes began immediately to search for an appropriate test. She did not automatically reuse the Ber-Sil test, in part because she was concerned that the taped Spanish Ber-Sil might not be comparable to the orally administered, English version and because of some concerns about the test's norm sample.

Ms. Grimes' search appears to have been thorough in spite of the time constraints. She reviewed a handbook of early-childhood assessment devices as well as Buros'

Mental Measurements Yearbook. The early-childhood handbook provided a few leads. She examined all the test publisher's catalogues she could find in the E & T files. She tapped her own knowledge of reading and language assessment devices, and she also called some of the local language clinics. With all her effort, she found few appropriate tests, and she was convincing in her statement that there were simply few to be found.

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Ms. Grimes screened the few likely possibilities against several criteria. Given the population, both English and Spanish versions had to be available. The test should be one that did not require administration by a school psychologist. It should be easily scored. It should not require a great amount of testing time. It should focus on language and school readiness skills. The norm sample, if any, should be appropriate to the PLPSS population.

Ultimately, Ms. Grimes selected the Caldwell Cooperative Preschool Inventory (CPI) as the best possible option -- yet she was not entirely satisfied. The test focuses mainly on passive vocabulary and other "receptive" language capabilities, like the ability to follow verbal directions. It does not actually test a child's ability to produce oral language nor does it examine the complexity and sophistication of language that the child does produce. But, unable to find a more suitable

instrument to assess these untested skills, Ms. Grimes decided to settle for the CPI.

Ms. Grimes administered the CPI herself during November to a "stratified sample" of PLPSS children. (As before, it was decided that only a sample needed to be tested to assess program effects.) By stratified sampling was meant the following. The evaluator examined the ethnic breakdown of the district regions in which the program was implemented. Within each region she selected the one PLPSS school whose ethnic demographics best matched the region's demographics. Children were chosen for testing from each of the selected schools by picking every third child on the (alphabetical) class roster.<sup>19</sup> In all, sixty-six children were tested.

The fall pretesting went relatively smoothly, despite some reservations on the part of Program staff, some of whom opposed testing such young children.<sup>20</sup>

With the fall pretesting out of the way, Ms. Grimes did not rest with her selection of the CPI, but continued to search for a supplemental test. In mid-spring she finally located a test of language which she felt would be suitable for the children: the Preschool Language Scale (PLS). The evaluation report describes it as follows:

The Preschool Language Scale was developed for use in child development centers, preschools and compensatory education programs as a diagnostic and screening instrument. Designed to appraise the early levels of language development, the PLS



assessed both the auditory comprehension and verbal ability of the children. The PLS presented a series of auditory and verbal language items organized according to age levels. Each level represented a point at which most children have achieved competency on such tasks. Several sub-scores were obtained, including auditory comprehension age, verbal ability age, language age and language quotient. (Appendix F, p. 264)

With this test at hand, Ms. Grimes was thus prepared for the May testing with two tests: the CPI post-test and the PLS. To minimize the testing burden on the children, she administered the PLS to a second, separate sample,<sup>21</sup> but the CPI post-testing was of the original sample of 66 children. Retesting these children was an exhausting task, given their frequent absences, but eventually the evaluator was able to retest 57 of the children, for a low attrition rate of only 14%.

As Ms. Grimes conducted the CPI post-tests, it quickly became apparent that gains over pre-test scores were going to be dramatic: many children jumped twenty or more percentile points in rank; virtually all advanced to some degree. Dr. William Ganz -- Ms. Grimes' supervisor -- joked with her, asking what she was doing with those post-tests. Percentile rank gains of the size being found were quite unique. (Oddly, no test of the statistical significance of these gains was reported, though the mean gain size alone suggest high statistical significance.)

There are a variety of objections and cautions one

might apply to interpreting mean gain scores and mean percentile gains as evidence of program effectiveness and worth, although such indicators are widely used, and even legitimated by the Department of Education's approved models for evaluating Title I programs.<sup>22</sup> None of these potential objections were acknowledged or refuted in the report; none of the cautions were mentioned. (Grimes later told me she was not familiar with these problems, and she asked me to explain them to her.) Still, the evaluator reported the gains in detail, but without hyperbole, and summarized: "On the CPI, which was designed to measure factors considered necessary for success in school, the children made great progress" (Appendix F, p. 281).

Preschool Language Scale (PLS) scores came in more slowly, because this testing began later and was conducted by others. It did not offer the opportunity to assess gains, because it was a posttest only, but the findings were compatible with the encouraging picture presented by the CPI: at the conclusion of the program, substantial proportions of the children showed language skills close to or above the average for children of similar age, according to the publisher's norms.

3. Evaluation of Staff Development Meetings. Ms. Grimes attended the December and February meetings; took notes on the sessions; and distributed, analyzed, and

reported results from participant questionnaires. She developed small reports on each of the meetings, besides reporting informally to the organizers. It seems that some of this feedback was, indeed, used: the organizers seemed to try to satisfy participant requests. The evaluation final report devotes about a page to describing the results of evaluating these meetings. This work also gave Ms. Grimes occasion to meet with the Regional Instructional Coordinators, teachers, and aides, perhaps giving her more of a feel for staff attitudes and perceptions. Also, she mentioned that the small group staff development workshops at the meetings sensitized her to things she might want to note in her classroom observations.

4. Classroom Observation. Mrs. Bowman had begun classroom observations; Ms. Grimes continued the practice. Yet this may be too facile an "explanation." Most of the evaluation and program support staff in Metro seemed to recognize the potential usefulness of classroom observations. Most also recognized the sensitivity of teachers and principals to the idea (see Chapter 4 for more on this point).

One of the unique characteristics of the PLPSS evaluation was the seeming equanimity with which these classroom observations were met. The evaluator always called ahead to ask whether an observation would be

convenient, but the fact that an evaluator was able to drop in relatively freely and meet so little resistance was noteworthy. Perhaps the "specialness" (and, possibly, marginality) of the PLPSS -- with its primary associations to "downtown," Student Integration, and the RICs -- made classroom observation more acceptable.<sup>23</sup>

Ms. Grimes did not rigorously "sample" classrooms for observations, but she did try to visit PLPSS classes throughout the Metro area, and she tried to pick classes she had not been in during her fall pretesting. Her observations varied in length up to the entire two hour class period. In the classrooms, Ms. Grimes sought to be unobtrusive, made few if any demands, and avoided offering criticism or advice. In fact, only if a teacher requested feedback more than once, and then with convincing sincerity, would Ms. Grimes offer any substantive comments.

Grimes brought with her an observational checklist, rather simple in form, if not particularly clear cut in its dimensions (see Appendix F, p. 288) On the back of the observation checklist Ms. Grimes made open-ended notes on salient features of the class being observed. Clearly these comments were selective, but they were not uninformed. Ms. Grimes had taught for several years, including some preschool teaching experience, had training in language and reading studies, and had the benefit of a growing body of observations in other PLPSS classes. She

noted the unusual -- "good" events and "bad" -- and attended to many of the same foci identified in the checklist, including such things as whether children were talked at, expected to listen and not talk or at the most respond, given the chance to talk, encouraged and stimulated to talk, etc. The concern here was, indeed, the circumstances of oral language use, informed by some conceptions of desirable practice.

5. Parent Class Observations. This was the parent education analogue to the PLPSS classroom observations. Ms. Grimes observed seven parent education classes. Again, she structured her observations with a checklist -- which incorporated a number of rather high inference items. The report of the parent education observations includes about two paragraphs of information gleaned from the checklist tallies; the remainder of the report section consists of capsule descriptions of the activities that were observed.

6. Evaluation of Program Design to Meet Needs Identified at October 12th Meeting. Six topics were identified at the October meeting as important staff development targets. In the questionnaire distributed after the year's final staff development meeting -- in February 1980 -- Grimes asked staff to indicate the degree to which the year's meetings had met their needs in these six areas. Their responses were tabulated in Grimes'

report on the February meeting.

7. Home Language Survey. Grimes recognized that the children's home language environment was relevant to their language development, as indeed does the district, which surveys home language use at the time a child enters kindergarten. For PLSS program planning, Grimes incorporated the standard language use questions in her year-end "parent survey." Not surprisingly, given the district and program demographics, it showed a high

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incidence of the use of Spanish by children and by parents in speaking to their children at home. No recommendations seemed to have derived directly from this survey, although it probably underscored the bilingual aspects of the program.

8. The Surveys for Staff. The original plan by Ms. Grimes was to questionnaire survey principals, teachers and aides, and RICs. This expanded and systematized the first evaluator's, Mrs. Bowman's, interviews with staff groups the preceding spring (and although Grimes did not know it, it matched Mrs. Bowman's original plan to submit questionnaires to principals, teachers, and aides). But the idea for the surveys may well have been Ms. Grimes' alone: it conformed with her method for initially approaching the evaluation planning, which entailed identifying the groups that would be "assessed" (which she identified as pupils, parents, and staff); and it

conformed with her usual style, which seemed to entail a preference for planned, structured activities (such as checklists, topic lists, written agenda, and questionnaires).

Ultimately, the RICs were not administered a written questionnaire but rather were personally interviewed -- a not unwarranted adaptation given their limited number and their centrality to the Program. The principals, teachers, and aides were surveyed as planned. And

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this time the surveys went through with little resistance: 82% of the principals responded, as did 98% of the teachers and 65% of the teacher aides.

Why did the surveys proceed smoothly when Mrs. Bowman the preceding Spring had had so much difficulty? One can only speculate. The fact that Ms. Grimes did not go to the staff for approval of the forms, as Mrs. Bowman did, probably avoided a great deal of difficulty.<sup>24</sup> Also, the preceding spring the program was still in a state of confusion, and Mrs. Bowman's questions about the availability and appropriateness of a variety of services that were only questionably in existence may have seemed rather threatening. Ms. Grimes chose a different set of questions -- to which most respondents were able to respond positively -- and asked them at a time when the program had "settled down."

The questionnaires included not only ratings of

program dimensions but also requested open-ended responses to questions about program strengths, weaknesses, and recommendations. These Ms. Grimes clustered by similarity, tallied, and reported in the final report (Appendix F, p. 274).

9. Interviews. The evaluator initially planned to interview only Dr. Robert Hamilton, of the Office of Student Integration, but expanded her interviews to include the Regional Instructional Coordinators. The topic lists she employed (with some variations) for all these interviews are displayed in the evaluation final report (Appendix F, p. 298). Her fall interviews with the RICS and with Dr. Hamilton focused generally on gathering background information useful to her in thinking about the program and its evaluation; the spring interviews were more of an end-of-year assessment of the program and shared several questions with the staff questionnaires.

The interviews with Dr. Hamilton bear some further comment. First, only Dr. Hamilton was interviewed, not Mr. Miller, the Director of Elementary Instruction, who shared authority over the program with Dr. Hamilton. Dr. Hamilton was in charge of the RIS package for the district, which contained the PLPSS, so in some ways he represented the program's "funding agent." Mr. Miller, while at least Dr. Hamilton's equal in administrative stature (if not his superior), was more the top "line"



administrator who was to help execute the program: the Regional Instructional Coordinators reported to Mr. Miller on matters of elementary instruction as part of the normal administrative routine. We should note that during one of the evaluator's interviews, Dr. Hamilton brought the interview to a temporary halt and then arranged for us to go to Mr. Miller's office to continue the discussion with Miller present. At the time, substantive issues of program operation were being

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discussed, and Ms. Grimes was asking for a decision from Dr. Hamilton. It seemed Dr. Hamilton was not supreme in his authority over the program, particularly not over the details of program operation.

Summary Comments. This brings to a close the review of the evaluation strategy proposed and implemented by Ms. Grimes in the 1979-80 school year. As indicated, Ms. Grimes was able to carry out this evaluation work almost as planned -- which probably is a tribute both to the quality of her planning and to the diligence with which she approached the evaluation tasks. The evaluation final report for 1979-80 is essentially a compilation of the data returns from each of these activities.

#### A Second Dimension to the 1979-80 Evaluation

There was, however, more to the evaluator's work than what appeared in the 1979-80 final evaluation report. The evaluation's "unreported" dimension came through clearest

in the interactions Ms. Grimes had with Dr. Hamilton, interactions I was often fortunate enough to witness.

The interviews with Dr. Hamilton differed from the interviews with the RICS in that the evaluator was not merely "collecting information" from the interviewee -- she was also bringing information to Dr. Hamilton, raising controversial issues with him, and seeking clarification, direction, and decisions. Missing from the evaluation report is an overt discussion of these important program issues.

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#### The Evaluator's Work with Dr. Hamilton

As already described, Dr. Robert Hamilton, of the Office of Student Integration, served as the administrator of the package of programs provided for the districts racially isolated schools (RIS). The RIS package encompassed a number of programs, many with budgets substantially larger than the PLPSS; Dr. Hamilton was fully occupied with his work on the package combined with his other duties within the Student Integration Office. The evaluator, Ms. Grimes, met with Dr. Hamilton perhaps half a dozen times over the school year, although only two or three of these meetings were occasions at which she could spend substantial time discussing the direction of the evaluation.<sup>25</sup> Ms. Grimes did not enjoy unlimited access to Dr. Hamilton, whose hectic and volatile schedule

often made him a difficult man to reach. During the final weeks of the school year, in fact, Ms. Grimes tried repeatedly to meet with Hamilton -- without success.

Clearly, though, Ms. Grimes did look for direction from Dr. Hamilton regarding the goals and processes of the evaluation. He, in turn, wished to be kept apprised of the evaluation progress: at Ms. Grimes' first interview with Dr. Hamilton, in late January 1980, he chided her for not keeping him better informed about the evaluation.

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(Thereafter she made an effort to keep him better informed.) One of his primary concerns, I believe, was that he have the necessary information at hand on the PLPSS evaluation should the court request it, for Dr. Hamilton was occasionally called to testify in the integration case.

An Illustrative Interaction. At her first interview with Hamilton, the evaluator used a prepared list of questions, exploring Hamilton's knowledge of and opinions about the program. (The interview questions and Hamilton's responses are summarized in Appendix G, p. 305. The questions were similar to those she asked of the RICs -- see Appendix F, p. 299.) Hamilton responded laconically to most of the initial questions, offering few comments regarding program weaknesses, areas of concern, or new directions for the program to take. Then the evaluator mentioned some of the concerns raised in her

discussions with the RICs, mentioning particularly their feeling that program instruction needed more attention and that more central direction was needed, perhaps in the form of establishing a central coordinator. Dr. Hamilton said he thought that would create an "unnecessary bureaucracy" which the program and the RICs did not really need.

Ms. Grimes asked him for his thoughts on the form the evaluation should take. He said, in essence, that he felt she, Ms. Grimes, and the Evaluation & Testing Office had the evaluation expertise and should decide.

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She asked about his attitudes toward testing preschool children -- and the discussion quickly became more lively. Dr. Hamilton was in favor of periodic testing as a way of monitoring the program's instructional impact. He had little patience with those who opposed this kind of monitoring -- whose views Ms. Grimes described to him -- saying that the days were past when educators could proceed with their classroom activities uninformed and unconcerned with the impact they were having on the children. He felt the progress of all the children should be assessed and examined regularly by the teachers.

Ms. Grimes mentioned the difficulty in locating instruments suitable for use with these young children; he suggested she confer with Dr. Peterson and Dr. Ganz about

the testing options and then together they should all meet to decide on how to proceed.

The Nature of the Dialogue. This first extensive conversation between Dr. Hamilton and Ms. Grimes was illustrative of the roles played by Ms. Grimes and Dr. Hamilton the remainder of the school year. Dr. Hamilton seemed to want the program to run smoothly and effectively with a minimum of intervention on his part and a minimum of central structure. He definitely believed that careful periodic assessment of the children was an important component of quality instruction; in addition, he wanted to have information on student progress as evidence of program effectiveness for the court.

In these opinions Dr. Hamilton sometimes conflicted with the RICs and other program staff. Most of the RICs felt that a central coordinator was desirable, and several expressed --from time to time -- a desire for central clarification of certain program ambiguities.<sup>26</sup> Moreover, many of the RICs had serious reservations about testing the PLPSS children and, generally, were unenthusiastic (though, perhaps, resigned) about evaluating program outcomes.

Ms. Grimes shuttled between both the world of the RICs and Dr. Hamilton's world, besides spending some considerable time in the PLPSS schools, where she herself developed opinions about the need for greater program

clarification. Operating in all these spheres, she could see the several sides to the issues of coordination, control, and definition. And she was aware of the varying opinions about the role of testing and evaluation, besides being aware of her E & T superiors' views of what was appropriate and practical. The evaluator and the evaluator functioned then in this multi-faceted arena of conflicting attitudes and expectations. Many of Ms. Grimes' discussions with Dr. Hamilton centered around the several problem areas just mentioned, forming a second, unofficial agenda for the evaluator's efforts.

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#### The Second Agenda

I have already listed the major foci of this second agenda of evaluation work: program coordination, program clarification, and the role of testing and evaluation. The next sections will examine how each issue was handled.

Program Coordination. The opinion that a central coordinator would be useful was duly noted by Ms. Grimes during her interviews and other interactions with the RICs. The occasional difficulties caused by the lack of such a coordinator were no secret to anyone familiar with the program, which is not to say that Dr. Hamilton was wrong in believing that an additional layer of bureaucracy would be "overkill."<sup>27</sup> Ms. Grimes related the opinions to Dr. Hamilton, who may well have heard them already through other channels; indirectly, she also reinforced

the position by bringing to Dr. Hamilton program and evaluation issues for his (central) disposition, thus illustrating the kinds of tasks that a central coordinator might shoulder.

Dr. Hamilton seemed resolutely against a central coordinator until mid-April when, in the course of a second interview/meeting with Ms. Grimes, he casually mentioned that money had been budgeted for a coordinator the next year. No explanation for this change of opinion was given to Ms. Grimes. Later in the year, however, it was announced that the RIC positions were being cut from the budget. Perhaps Dr. Hamilton had some foreknowledge of this, perhaps not; in any event, the elimination of the RICs made a central coordinator more necessary and justifiable.

This issue's resolution also made Ms. Grimes' final report writing easier. She was able to report the RICs comments about the need for a coordinator and recommend the position's creation, knowing Dr. Hamilton agreed, thus being in the enviable position of validating an already agreed upon decision.

The Proper Role of Testing and Evaluation. Dr. Hamilton had expressed his strong support of periodic testing both as an adjunct to effective, accountable instruction and as a means of documenting program accomplishments. In addition, he favored testing all

the children. Arrayed against his stand were the RICs and their program staff. The testing opponents were joined by Ms. Grimes and her E & T superiors (Peterson and Ganz), who appeared concerned with the reception such a plan would meet in the schools, with the burden it would impose on all involved, and with the likely (lack of) usefulness of the test data.

Ms. Grimes returned from her first interview with Dr. Hamilton and, as requested, discussed the test options with her superiors. Drs. Peterson and Ganz and Ms. Grimes subsequently met with Dr. Hamilton to review the test issue; at this meeting (which I did not attend) it was determined that testing each child would not be necessary to document program effects, that a sample could be tested, instead.

Apparently, too, the group decided that a program-developed assessment instrument would be as useful for monitoring individual student progress as any commercially available test would be. Ms. Grimes had, in fact, previously generated some quick drafts of alternative assessment schemes. The group seized on one of these ideas -- a checklist of pupil skills to be completed by the teacher for each child. This checklist was promising on several counts. It could be quickly completed by the teacher; and it could be directly connected with program goals, unlike a test acquired from outside. Moreover, it



would be an important step toward developing a core curriculum for the program because in creating the checklist a set of important child skills would be identified and could thereafter help to focus instruction.

At the late February, program-wide meeting, several teachers were nominated to help develop this pupil skills checklist. Thereafter the teachers worked in a committee, chaired by the evaluator, and in one or two meetings produced a draft checklist (clearly derived from Ms.

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Grimes' original quick draft). The checklist was reviewed by Dr. Hamilton and Mr. Miller at a second interview meeting (which the evaluator initiated with Hamilton). They (Hamilton and Miller) then arranged for the evaluator to present the checklist to the RICs at an upcoming meeting. Hamilton agreed to attend this meeting to deflect any RIC criticism of the assessment concept, but the evaluator's and Hamilton's apprehensions proved unwarranted: the RICs suggested only modest revisions. (They did, however, ask how non-English speakers would be assessed,<sup>28</sup> raising the recurring "bilingual issue," see infra.) In all, the RICs seemed more interested in quizzing Hamilton about other administrative matters related to the PLPSS.

Ms. Grimes took all the suggestions received to the teacher committee for action and managed to guide the process so that none of the suggestions from Hamilton or

Miller was rejected. Hamilton dropped in for the final few minutes of this last committee meeting to thank the teachers for their help.<sup>29</sup>

In response to a committee suggestion, gently seconded by Grimes,<sup>30</sup> Hamilton and Miller agreed that the assessment checklist would not be employed in the current school year: teachers might rebel at being asked at the end of the year to measure student progress on skills they had not previously been told to emphasize. It was agreed that the teachers would be introduced to the checklist in a program staff development meeting first thing in the fall.

Thus, we see that Dr. Hamilton acted as a final decision maker on several aspects of the evaluation process, especially regarding testing. And Ms. Grimes, Dr. Peterson and Dr. Ganz played an important role in advising him about the consequences of certain evaluation options and in recommending one or another option to him, with supporting arguments.<sup>31</sup>

Program Clarification. If any issue was "ducked" by the formal evaluation -- the evaluation as described in the strategy outline and the final evaluation report -- it was the issue of program clarification. From the beginning of my research with this program, one of the most striking features of the PLPSS was its very loose structure and definition. (In fairness this was most true

during the Spring of 1979, when hardly anyone seemed to be clear on the specific goals of the program or the content and methods of instruction, and the RICs had not yet asserted strong program leadership. Of course, too, this confusion was not surprising in a program that had been so quickly developed and implemented.)

By the 1979-80 school year, the PLPSS's administrative organization had "settled down". The RICs were taking a stronger role in guiding the teachers and acting as an important and apparently effective level of administration between Hamilton and Miller downtown and the teachers dispersed in classes around the district. As already described, most RICs did still express a desire to see a central coordinator established, to whom they could refer some of the difficult questions that, perhaps, were best decided centrally and to whom they could shift some of the administrative burden.

What remained clear in the 1979-80 school year was the fact that several substantive issues were still pending decision and much remained to be done to establish a coherent, well understood curriculum for the program. The program's title itself illustrated one fundamental issue: was this a broadly based school-preparation preschool program or a more narrowly focused language development program. Dr. Hamilton seemed to want a fairly broad program, but one with a decided emphasis on oral

language development. This meant a complex balancing of possible program thrusts.

Working out the ramifications of this balance of priorities, translating it into more specific program goals and communicating these to the RICs (and thence to the teachers) would have required considerable sustained involvement by Hamilton, Miller, or their assistants. It also would have meant becoming more explicit and directive on matters which entailed controversy, as noted below.

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For whatever reasons (although, certainly, available time was one), neither Hamilton nor Miller initiated this sustained effort. Both seemed to prefer that the RICs take the lead in supplying the necessary program definition, arguing indeed that flexibility and decentralized adaptation was a strength of the program.

The RICs also seemed hesitant to tackle the problem of program clarification. Grimes suggested to me that the RICs were busy with more routine duties, and they did not necessarily have on their staffs personnel with expertise in either oral language development or education at the preschool level. Some may also have felt it was uneconomical for each RIC to invest the time in curriculum development, potentially duplicating efforts. And some RICs certainly recognized the controversy underlying the decisions they might have to make.

One of these "controversies" I have so frequently

been mentioning revolved around the treatment of children who spoke languages other than English, especially Hispanic children. Many Hispanic children, who made up just over 50% of the student population, entered the PLPSS from homes in which Spanish was the most frequently used language, and they were more competent and comfortable using their native language. Many would be going on to bilingual classes in the elementary schools. In the meantime, in the PLPSS, how were their educational needs

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to be met? Should the Program foster their Spanish oral language development, their English language development, or a mix of both? Crosscutting these difficult and politically sensitive questions was the issue of program priority -- concept or language development -- because bilingual advocates argued that concept development was best pursued in the child's dominant language.

The highest program levels waffled on these touchy, complex issues. One should note that the integration movement itself originated in an effort to desegregate black schools, where children spoke English, albeit sometimes "non-standard" English. In this milieu, there was less of a conflict among the various program thrusts. Program leaders were cognizant of the district's current demographics, which made the Hispanic population a vitally significant concern, but one suspects they were also sensitive to the views of the courts, which have only

slowly begun to take bilingual education issues into account in integration decision making.

The upshot of all these forces at work, including resource and political constraints, was that explicit, detailed program planning was proceeding slowly and unevenly. No official list of core objectives to be reached or skills to be taught had been developed; teachers and RICs were left to their own devices in planning instruction; diversity was the key word in describing instructional content and methods.<sup>32</sup>

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The program's "looseness" seems to have been known to most administrative staff, but it was treated carefully in the evaluation report. The "Conclusions" section does not mention the issue. The "Recommendations" do include a call for an initial staff development meeting next year, one purpose of which is to discuss program goals and objectives; also, continued staff development activities were recommended as was the establishment of a coordinator position (which might produce more systematization). The clearest mention of the issue comes in the following which reports the interviews with the RICs:

When questioned regarding the flexibility or lack of flexibility in the program implementation, [several RICs] indicated that a curriculum framework defining the program goals was necessary. There was unanimous consensus, however, that program emphasis should be placed on flexibility and creativity of implementation. (Appendix F, p.281)

But then the succeeding paragraph sums up the interviews as follows:

In summary, RICS felt the program had great potential and had been successfully implemented during the 1979-80 school year. Suggestions for continued improvement of the Parent Education and Staff Development components were included. (Appendix F, p. 281)

This last paragraph thus reinforced (though not unfairly given the entirety of the RICS comments) the conclusion that all was proceeding quite smoothly.

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A crucial question is, was any of this information new to those immediately involved, including Hamilton and Miller? And the crucial answer is, probably not. All concerned seemed to recognize the lack of definition, which in part explains their eagerness to pursue the skills checklist idea not just as a means of assessing pupil progress but also as a means of guiding instruction. So, information was not being withheld from school or district personnel.

On the other hand, the public and the court had no direct way of learning about these "problem" issues; the court, for example, relied on testimony and reports from the district regarding the Racially Isolated School package. Keeping the issues out of the evaluation report and dealing with them informally had the effect of averting public or court involvement or discussion in the matter.

Grimes had anticipated that her report would be seen by the court. She was correct: the court's representatives read it and met with Hamilton and Grimes in the summer of 1980. Their questions related primarily to language assessment; they thought that analyzing students' "before" and "after" language samples would have been a more desirable and appropriate measure of PLPSS success. Hamilton and Grimes argued in response that that looked good from a research perspective but was totally unrealistic, given resources and time, for a real evaluation. "Internal" program processes -- like the matter of program clarity or the treatment of bilingual children -- were not the meeting's focus. Had they been mentioned in detail in the evaluation report, however, one may speculate that the court would have taken an interest.

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#### Discussion

The evaluations of the PLPSS took place in an environment marked by the latent, but real, potential for controversy. No one associated with either the program or its evaluation seemed to want to take any action that would bring trouble down upon the program. The Program itself was attractive to district administrators, staff, and parents, both for its functional value in the integration court battles and genuinely for its likely benefits to students. Those involved felt the preschool



program would benefit the children, they were cheered by the positive feedback from parents and teachers, and they wanted the program to succeed. The evidence from the 1979-80 evaluation suggests (but does not prove) that the program was, indeed, benefiting the children, confirming the more informally derived opinions of those involved.

Both PLPSS evaluators faced special challenges. The first evaluator, Mrs. Bowman, was asked to "evaluate" the program before there was really a program to be

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evaluated. She expressly felt that any evaluation report she produced could affect program continuance. A report focusing closely on the implementation of the PLPSS would have revealed the confusion that was very much a part of the program in the spring of 1979, and might have left a negative impression of the PLPSS. On the other hand, forthright information on program implementation and on classroom processes would be useful in improving the program for the following year. Mrs. Bowman responded by producing an evaluation that was globally positive about the PLPSS ("During the Spring of 1979, the Preschool Language Program for School Success was successfully implemented," etc. Appendix C, "Conclusions") but fairly detailed and forthright in suggesting areas for program improvement. Her "Classroom Observation" and "Interview" report sections are a rich source of recommendations and foreshadow the continuing difficulties regarding program

coordination, program definition, and curriculum structure.

Implementation was the second choice for the evaluation focus, replacing the initial plan to document student needs. The problems involved in collecting relevant data on student needs, e.g., the troublesome Ber-Sil test, influenced Mrs. Bowman's transition to an implementation focus.

Mrs. Bowman, throughout, was clearly eager to see the PLPSS "stay alive" and sensitive to the organizational interests at issue during the spring months when implementation took place. Mrs. Bowman's research, measurement, and evaluation skills were not perfect, which may have contributed to the difficulties she encountered in the testing component of the evaluation. On the other hand, her substantive expertise and administrative predilections showed through in her analyses of program needs, analyses which had a strong action orientation.

Ms. Grimes was faced with a rather different situation (though she shared Mrs. Bowman's fate, in the sense of being suddenly thrust into an evaluation situation with little time to "gear up"). By 1979-80, the program had stabilized somewhat, with the RICs taking a more active leadership role and with everyone more oriented to the routines of the program. Under these circumstances, Ms. Grimes devised an evaluation of the

program's effects, not just an evaluation of program implementation.

The full-year of program operation allowed Ms. Grimes to propose a pre-post assessment of pupil progress, and the more stable program made such an assessment more justified. She did an excellent job of planning a comprehensive evaluation that would tap the major informant groups using a variety of measures. The evaluation plan she executed with skill, energy, and intelligence, and she produced a detailed, data filled, final report.

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Ms. Grimes was inclined to let the data speak for itself. She was less aggressive than the first evaluator in pointing out administrative or instructional difficulties still facing the program. She did "take on" one issue, that of the need to organize and coordinate the PLPSS's parent education component (Appendix F, p. 281), but she was much more circumspect in handling the more central problem of the need to organize and coordinate the Program's regular curriculum and instructional efforts. On the other hand, her work in leading the development of the skills checklist was an active step toward curriculum organization; she was, in a way, helping to fix a problem which she was hesitant to explicitly describe. Ms. Grimes was younger and more "junior" than the first evaluator. Also, in Spring 1979 there was more of a

leadership vacuum than in the following school year, when the RICS asserted greater control. Mrs. Bowman, the experienced former administrator, had been tempted to fill that vacuum. The preceding factors perhaps partially explain the difference in style.

Both evaluators performed well and with integrity. They were responsive to the needs of several users: Dr. Hamilton, the RICS, and school staff. Clearly, though, neither evaluator saw herself as a stern and detached program critic whose job it might be to "expose" program flaws. They were school employees, evaluating colleagues, and their allegiance was clearly with the program. They did not fake data or conspire to write a favorable evaluation, but they were eager to find program strengths and disinclined to probe vigorously and "publicly" (i.e. in the written report) at program weaknesses. They preferred to deal with these weaknesses informally and privately.

#### Epilogue

The PLPSS was expanded by 50% in the 1980-81 school year. Ms. Grimes continued as the program's evaluator.

The new PLPSS central Coordinator, Ms. Okada, read and immediately acted upon the 1979-80 evaluation's recommendations. Ms. Grimes said that Okada had put a list of the recommendations on her wall with two columns drawn to their side: one marked "in progress;" the other,

"completed." She was checking off each recommendation as she responded to it.

Grimes was very pleased with the new organizational structure: Okada, at the top, assisted by two staff "advisors." Grimes said she met with Okada two or three times per week, and spoke with her by phone as often as four or five times per day.

The Coordinator and her advisers were observing classrooms and parent education, were working with the old

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Preschool Program Guide to define the PLPSS curriculum, and had taken steps to more tightly link the content of parent education to the regular classroom activities.

Grimes was conducting an evaluation similar to the one conducted in 1979-80. Pupil assessment this year still included pre- and post-testing with the Cooperative Preschool Inventory (CPI). The pupil skills checklist that Grimes had helped develop was in use this year and would be the other major pupil assessment instrument. The Preschool Language Scale (PLS) had been dropped, however. Grimes said the test was too simple for many of the children.

A large part of Grimes' satisfaction this year came, she said, from the close working relationships among herself, Okada, and the staff advisers. Now when she observed program needs, she could discuss them directly and immediately with Okada or her assistants. And, for

example, if she saw a teacher who needed a little advice or assistance, she could discreetly discuss this with one of the advisers, who might (tactfully) take over from there. In all, Grimes felt that it would be an excellent year.

#### Notes

1. These funds were provided by the state, under court order, to defray some of the (costly) integration program expenses, making them another "special" resource, ~~in the sense that they did not come from the regular~~  
district tax coffers.

2. Or else they might assume the teaching responsibility for the parent ed class themselves. This was not uncommon this first spring; it provided the teacher with extra income and solved the problem of finding and hiring a suitable parent ed teacher under the time constraints involved.

3. All the teachers were "certificated" elementary school teachers. Some had been substitute teaching; others were simply on the personnel lists for new positions. Teachers were not reassigned to fill these new slots; instead, additional teachers were hired for the jobs.

4. The "blooming confusion" that could be expected to attend the hurried creation of any new school program may have been exacerbated by a few circumstances specific to this case. First, no central coordinator was established. Dr. Hamilton and Mr. Miller, the Program overseers, appeared sincere and conscientious in their efforts. However, both were located at positions far too high in the district administration and were saddled with far too many other more important responsibilities to be able to involve themselves in day-to-day program management.

RICs might have filled the gap -- as indeed some did -- but there was reportedly a feeling among a few RICs that this program was a central office brainchild, thrown together too hurriedly, too haphazardly, and without appropriate consultation. Besides, it might not even

exist the following year. All things considered, some were inclined to give the program a low priority.

5. I was never shown a more precise or more detailed description of the program's objectives or curriculum. In contrast, one might note that the district has a very detailed curriculum statement for elementary and secondary instruction.

6. One should not forget that school districts and school teachers have years of experience, with accumulated wisdom -- or at least custom and tradition -- to guide their kindergarten and elementary school programs. Preschool education is another matter; experience here is at a premium.

7. I quickly explained to Mrs. Bowman that I did not think statistical research rigor was the sine qua non of good evaluation. I believe her fears were allayed.

8. Thus, because the evaluation itself had begun only a few weeks before, I had the uncommon opportunity to follow the PLPSS evaluation almost from its inception.

9. Another major challenge, as expressed by both Mrs. Bowman and Dr. Peterson, was to find a way for the evaluator to provide formative information (e.g., on implementation) to program staff without falling into the trap of becoming a de facto program coordinator. The managerial vacuum (or at least partial vacuum) was sharply felt (see note 4), and although neither Mrs. Bowman nor Dr. Peterson went into detail, they seemed convinced that the evaluator would have to carefully avoid being coopted by staff into the role of coordinator or resource person. Because of her background, Mrs. Bowman had a difficult time restraining her administrative interest.

10. In their avowed interest in "making a case" for the program, I did not detect an intention to trump up student needs or slant the evaluation to show the strongest evidence of need. Instead, it appeared that Mrs. Bowman and Dr. Peterson were both genuinely convinced that a scrupulously impartial evaluation would reveal important needs a preschool program could address. Substantiating this were their comments about the need to avoid being coopted into the role of program coordinator (note 9 above) and to maintain an appropriate detachment from the program.

11. The selection was based in part on the recommendation of Dr. Ethel Sumner, a veteran E & T staff member, who had worked previously with this test within the district. No direct data is available on how extensive a search for alternative tests was made; the impression I had was that the search was limited in scope. It appears possible that the evaluator "satisfied" by accepting the first test that was found to satisfy the following criteria: claimed appropriateness for children aged 3.9 to 4.9, availability of norms, availability of English and Spanish versions, relative ease and speed of administration and scoring, and approval by superiors and knowledgeable colleagues. Given the time constraints involved, this selection strategy seems reasonable enough. (The evaluator in the second year of the project did not employ the Ber-Sil. The arduous nature of her search for alternative tests was, however, well documented. There were simply very few suitable instruments.)

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12. She was a black woman, formerly a full-time school psychologist for the district but now retired and on the "reserve list" of former employees who might be called for short-term testing tasks. Hispanics had been accommodated by selecting a test with a Spanish language edition. It was felt that the black community deserved to be treated with similar sensitivity: some black children spoke "black dialect," which the testing should take into account. No language tests in black dialect were available, according to Evaluation & Testing, so a black school psychologist was selected instead and was asked to note, in a narrative accompanying the test scores, summary comments on each child's language facility taking all factors into account, including especially the child's use of dialect.

13. Mrs. Bowman also suggested using a bilingual aide, if one was available, to administer the Spanish version of the test: previously, the psychologist, who was not bilingual, had used the provided cassette-taped instructions for the Spanish version.

14. This seems a mild injustice to the psychologist who was not a linguist and who had only untutored subjective judgment on which to base these summaries.

15. In these interviews, she worked from a topic list, displayed in Appendix D along with the "junked" questionnaires to which it bears an obvious resemblance.

The number interviewed was obviously much smaller than the number which the questionnaires could have



reached. The group was also, however, a very select sample. The evaluator interviewed several individuals whose views she had previously ascertained during less formal discussions.

16. Mrs. Bowman had met Dr. White previously. In his job as an evaluation consultant for the County Schools Office, he provides assistance including workshops on evaluation methods as well as direct consultation on evaluation tasks. During the course of this research within Metro Unified School District, Dr. White was mentioned by a number of people, even though Metro is sufficiently large that it seldom calls upon the County Schools for assistance.

17. As she drove back to the Metro district offices, Mrs. Bowman commented that she planned to rely on the ~~current instruments, but fit them into the scheme she and~~ White had been discussing. Later that day she had a meeting with the Director of Evaluation & Testing, which I did not attend. In any event, no further mention of the White scheme, with its discrepancy analysis of program implementation, was forthcoming; instead, she soon was showing me mockups of the evaluation report which approximated fairly closely the final form. This form was essentially organized around a discussion of the evaluation data collection activities, one by one (tests, observations, interviews, etc.), followed by summary recommendations.

18. The first evaluator (Mrs. Bowman) and I actually chanced to meet Ms. Grimes that spring. This meeting occurred while the evaluator was interviewing selected RICS. Ms. Grimes' supervisor was interviewed, and she asked Ms. Grimes to sit in on the meeting.

Ms. Grimes was familiar with the language development literature and offered Mrs. Bowman a copy of a relevant bibliography. The spring evaluation report contains references on language development; these were the ones provided by Ms. Grimes.

19. If the selected child was absent on the day of testing, the next available child down the alphabetical class roster was tested.

20. Ms. Grimes reports that the CPI was actually pleasant to give -- and apparently fun to take: some children not in the test sample actually complained to their teachers that they didn't get to "play those games" with Ms. Grimes.

21. For this sample, the evaluator selected the "second most representative" school in each region and selected the children within the school in a quasi-random fashion, much as before.

22. The literature on this issue is voluminous, in large part because one of the Department of Education's approved evaluation models relies on this one group, pre-post testing, normative score design. Measurement experts are near unanimous in agreeing that this is the weakest (i.e., most potentially misleading) of the three approved models (e.g., Linn, 1979). It is the most widely used, however, perhaps because it is the model most easily implemented. The more rigorous models, which more nearly approximate "true experiments," are more difficult for schools to bring off successfully; the real world of local school districts makes a poor laboratory!

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23. Typically teachers are responsible only to their principals for the activities in their classrooms; thus, the supervisory role played by the RICs was atypical for the district. This was perhaps yet another indication of the "marginality" of the program to regular school operations: the PLPSS was still very much a special program, hosted by individual local schools but apparently perceived as "owned" by central administrators rather than by the host schools (c.f. Chapter 5).

24. Of course, a deeper question is why Mrs. Bowman felt it necessary and/or appropriate to go before the staff to explain and discuss the forms. Ms. Grimes said, in a recent discussion, that she showed her principal and teacher questionnaires to her supervisor, Dr. Ganz, and to a few colleagues for their comments, but she felt that she was the evaluator and she did not feel she needed to secure approval of the forms from the program staff.

25. I was present at two of the longer (about one hour) interviews held with Dr. Hamilton and was along on two other occasions when Grimes and Hamilton attended fairly small meetings, at which they were able to exchange a few remarks on the evaluation. One other major meeting occurred, which I did not attend: that was between Dr. Hamilton, Dr. Peterson (E & T Director), Dr. Ganz (Ms. Grimes' supervisor), and Ms. Grimes. The testing program was discussed at this latter meeting.

26. The exact position of the RICs on this issue of coordination is unclear, in part because they were not unanimous in their views and in part because each RIC's views were mixed. One can simply list a few of the

competing elements that were mentioned as explanations for their position. First, it is certainly correct that the program itself was very loosely defined. I have already mentioned the rather general goals and the lack of a detailed curriculum statement as examples of this. The importance of language development versus other conceptual or affective goals of the program was unresolved, for example. (This was particularly hard felt by those RICs supervising schools with large Hispanic populations, where English language development and concept development were perceived as competing priorities.) So the RICs sometimes pushed for greater clarification from higher administrators in preference to their having to take (lonely) individual positions on such issues. On another tack, some RICs may also have been looking to relieve themselves of the burden of monitoring the PLPSS teachers and classes by shifting the monitoring task to a central coordinator.

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Yet, many RICs enjoyed the flexibility they had to direct the PLPSS along whatever lines they thought best. Thus, they sometimes wanted it both ways: influence and flexibility, but also the ability to pass a tough decision upstairs.

27. Dr. Hamilton may have had other considerations in mind besides the mere administrative cost of another level of organization. Had the program been assigned a central coordinator and begun to operate more like a typical "specially funded program" (for example, like the School Improvement Program, or Compensatory Education), then it might have caused some organizational conflict among existing bureaus eager to expand their territory by swallowing up such programs. And, Dr. Hamilton and the Office of Student Integration might correspondingly have lost influence and control over the program.

28. Grimes explained that the checklist would be used to assess each child's developmental progress with respect to his or her "dominant" language, and a notation would be made indicating which language was being assessed. In the case of the non-English dominant speaker, the child's English language skills would be discussed in narrative comments at the end of the checklist. The checklist itself was to be maintained in the child's cumulative record file and was meant to be useful to the PLPSS teacher and the child's kindergarten teacher the following year.

29. Again, the "bilingual issue" was raised: was the program designed to teach the children English or was

it focused on promoting the child's conceptual and affective development? Staff representing a large Hispanic population tended to favor concept development as the goal and argued that developing each child's skills in his or her dominant language first was the most efficacious approach to ultimate school success, including success in acquiring English language competence.

Hamilton took his usual approach to this thorny issue: he hedged. He noted that the primary goal of the program was to "alleviate the harms of racial isolation" by helping to develop the children's ability to communicate in standard English. But he noted that they should not ignore the need to facilitate each child's conceptual development -- developing conceptual skills was, indeed, another prime program focus -- and should organize and deliver instruction to promote this development including using the child's native language as appropriate.

30. Actually, Ms. Grimes herself seemed reticent to argue any particular point of view with Dr. Hamilton in our two "interview-meetings." I do not know if my presence had an effect. Perhaps Ms. Grimes simply felt advocacy was not her role, or perhaps it was her junior status.

31. Dr. Hamilton had another strong suggestion for the evaluation: they should begin a longitudinal study of the effect of the PLPSS over the "long-term," i.e. over the next several years of schooling. This suggestion was excellent in its sharp focus on the fundamental goal of the PLPSS, to improve the children's chances of school success. But implementing a longitudinal study was a fearsome prospect to the Evaluation & Testing Office, whose administrators and staff knew, from both past experience and research training, how difficult such a study was. Ms. Grimes' final evaluation report contains a recommendation for a longitudinal study, but there was no indication that E & T was rushing into the study. As a preliminary, however, steps were taken to encourage school principals to keep the PLPSS "graduates" grouped together in succeeding school years.

32. But, as I note in Chapter 5, instructional diversity is characteristic of most local school programs in this district and elsewhere. Instruction is not a lockstep process in most schools, and it is almost a cliché to say that education depends vitally on what the individual teacher decides to do behind the closed classroom door. What does distinguish the PLPSS case, however, is the absence of an explicit, even if frequently

ignored, curriculum framework and the absence of much in the way of prepackaged instructional materials (like textbooks, instructional series, etc.) to anchor instruction in the classes.

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## Chapter 4

### THE COMPENSATORY EDUCATION EVALUATOR

This chapter tells an entirely different story from the preceding one. The story will be told in a correspondingly different way. The PLPSS evaluators in Chapter 3 conducted discrete evaluations, each with a beginning, middle, and end. The story of their work could therefore be told in the form of a quasi-chronological narrative. Compensatory Education (Comp Ed) evaluators work in a different way, providing one service or another to the schools they work with, the service provided depending to a large extent on demand. While there are "seasons" to the evaluator's work, during which one type of service activity may predominate, there is nonetheless a great deal of diversity within these overall service trends. Patterning the discussion on these "seasons" would give an illusory sense of order to the Comp Ed evaluator's world.

This chapter will be organized, therefore, around a discussion of the repertoire of services which the compensatory education evaluator provides. Each service will be described, with illustrative examples or vignettes from the field research provided to flesh out the bare description. Besides adding some color to an otherwise rather dry account of the evaluator's work tasks, these

illustrations also provide a glimpse into the school context in which the evaluator functions, revealing attitudes and expectations among school personnel which affect the tactics employed by the evaluator and which may be relevant to the larger "strategy" of evaluation within Metro and many other districts.

The account that follows is based on observations focusing on a single Comp Ed evaluator working within a large office. The evaluator I studied was not "average;"

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she was unique and in many ways exemplary. However, the kinds of services she provided and the situations she faced were not atypical, and one can learn from them providing that some facts about the organization and the evaluator's unique skills are taken into account.

#### The Subject Evaluator and the Comp Ed Unit

The Compensatory Education Evaluation (CEE) Unit was the largest operational unit within the the E & T Office. It was housed apart from the main office suite, for reasons of space. This did create some communications problems. Main office units (testing and special studies) periodically interacted with schools served by the Comp Ed evaluators, and the various groups did not always know the others' plans. The E & T director, however, held weekly office-wide meetings which facilitated coordination.

The head of the Comp Ed Evaluation Unit was an assistant director of E & T; he reported directly to Dr.

Barbara Peterson, the Director. There were two principal subgroups within CEE: one for elementary schools, the other for secondary schools including "junior highs." Besides providing evaluation assistance to all of Metro district's ESEA Title I schools, CEE assigned one evaluator to handle the area's parochial schools, which received Title I assistance through Metro.

Each subgroup, elementary and secondary, was headed by a supervisor who directed the work of several evaluation "advisers." The advisers in the elementary school group, the group with which I became familiar, all performed essentially similar duties vis-a-vis the Title I schools (duties which will be described at length shortly). There was, however, some specialization with respect to adjunct tasks: an informal group of four or five usually handled staff development activities; one staff member frequently was the "anchor," monitoring the phones when duties had the other staff out of the office; one or two others had particular statistical or computer expertise; one person was frequently called on as an editor; etc.

The evaluation advisers were each assigned a caseload of about a dozen Title I schools. Their work with individual schools was not closely supervised. Advisers spent most of their time out of the office -- at the school sites, where they worked with an evaluation



"contact person" on the school staff and with others as the situation might dictate (details provided infra).

Most if not all of the Comp Ed evaluation advisers had been teachers, although not always at the grade levels they were now expected to advise. A number had held "resource teacher" or site-level "coordinator" positions before assuming their evaluation adviser role. Moving from such a school position to the evaluation office, to a central program office, or to some other "staff" position was a step up the organizational ladder -- but school principalships (and assistant principalships, en route) were the real springboard to advancement in Metro. My impression was that most of the evaluation advisers were committed to an evaluation staff career (or perhaps some other staff position with a program office), rather than on the way to a "top" administrative job.

Extensive training in research, evaluation, statistics, and measurement was not a requirement for the evaluation adviser position. As the discussion of duties will reveal, a high level of skill in these areas was not required to do the job. To advance within the evaluation office, however, such skills were useful. And Dr. Peterson had recently instituted a series of Office-wide staff development sessions on these technical skills. (The top E & T administrators had doctoral degrees.)

Mrs. Carrie Jenkins, the evaluation adviser I

studied, was assigned six Title I elementary schools, half the average. Her caseload was lighter because she had also been assigned as the evaluator for a child service program within the district and perhaps because she was active in the staff development activities (designing workshops, preparing presentations, etc.).

Mrs. Jenkins said her assignment as the child service evaluator was simply a matter of timing. When she was a "new hire" to the Unit, that position needed to be

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covered; no special honor was involved. Nevertheless, Mrs. Jenkins appeared to be a well-liked and well-respected member of the unit. Her colleagues and school clients frequently complimented her in my presence, saying that I was getting to see "one of the best." And Mrs. Jenkins seemed particularly adept at making group presentations, as her regular participation in staff development work might lead you to expect. In sum, Mrs. Jenkins seemed better than just "average." However, she did not seem "on the make" for a higher organizational position. She had joined the CEE Unit as an evaluation adviser in 1973 and seemed to find satisfaction in her current work.

Mrs. Jenkins' "regular" duties as a Title I evaluation adviser were the focus of the field work and will be the topic of this chapter. In fact, though, it was her role as the evaluator for the child service

program that first brought her to my attention. Access problems regarding the child service program arose, however (see Chapter 2, Note 5); and Mrs. Jenkins' Title I work seemed, on actual inspection, more important and interesting: the Title I duties were typical of the work of her unit and far more central to routine school operation in Metro.

Mrs. Jenkins -- actually almost everyone addressed her by her first name, Carrie -- was in her early forties.

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Soft spoken, she was somewhat reserved on first meeting, but with better acquaintance she became much more open and gregarious. She seemed to have formed strong friendships with a number of her school contacts. (Title I "caseloads" were fairly stable; she had worked with the same schools for some time.<sup>1</sup>)

Mrs. Jenkins had been a Metro elementary school teacher and then a program coordinator before joining the Evaluation & Testing Office. She commented several times on how important her classroom experience and experience with the elementary curriculum was to her work.<sup>2</sup> She felt that it helped her interpret test scores and State Program Quality Review comments for her schools, and it helped her make her evaluation suggestions more practical and realistic.

Mrs. Jenkins had learned most of her measurement and evaluation skills while on the job. She said that the

Comp Ed Evaluation Unit had once had "statistician types," who had tended to talk over the heads of school personnel; now, however, the complexion of the unit had changed, they were doing more "personal touch" and "service-oriented" evaluation, and the need for statistical expertise had diminished.

### The Evaluator's Work

#### The Liaison Visit

Mrs. Jenkins arranged to visit each of her schools each month for a "liaison visit." Through these visits she maintained regular contact with the schools; in addition to them, she scheduled other school visits on an as needed basis.

The typical liaison visit lasted about half a day, usually either from 9-11:30 or 1-3:30. Because Mrs. Jenkins' schools were located at a distance from the office, she preferred to schedule whole days out, visiting two schools and eating lunch in the cafeteria of one.<sup>3</sup> As I have indicated above, Mrs. Jenkins had a "contact person" with whom she arranged visits and met. Usually this person was a "Coordinator" for one of the specially funded programs in the school.

These on-site coordinators have all or part of their salary paid from the categorical programs they serve. They are "regular" staff at the school, however, in that they are selected and supervised by the school principal,

usually from the teaching staff. "Coordination" seemed to involve doing the (extensive) paperwork involved with each program, working with teachers to help structure and organize the special services the program provided, planning staff development, and purchasing materials.

It was not always the Title I coordinator who served as the primary contact; it might, for example, be the School Improvement (SI) coordinator. This raises an important point about these liaison visits and about the whole of Mrs. Jenkins' (and her colleagues') work with the schools. Title I funding brought the services of a Comp Ed evaluation adviser to the school,<sup>4</sup> but once assigned to a school the evaluation adviser worked with "the total program," a term which included the regular curriculum as well as the (frequently several) specially-funded programs in operation at a school. Actually, this was little more than a reflection of the reality of programming within the school. Funds from the categorical programs were segregated and disbursements clearly assigned, but the funds bought services that made sense as an integrated whole, not necessarily piecemeal.<sup>5</sup> The State's "Consolidated Application" for funds from the several state-administered programs -- ESEA Title I, California School Improvement Program, State Compensatory Education, and State Bilingual Funding among them -- encouraged this: one application form and one integrated program

description sufficed for all these funding sources.

Returning to the main thread, the liaison visits varied in content and purpose depending upon the needs of the school and Mrs. Jenkins' plans. Usually, the visit's focus was agreed upon in advance, either at the most recent preceding meeting or by telephone. As the school year got under way, Jenkins' work with each school took on structure and direction so that these monthly visits were not courtesy calls but working sessions, frequently

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supplemented by additional, related meetings during the month. In substance, then, a "liaison" visit was not necessarily different from any of Mrs. Jenkins' other school visits except in name. The varied services that might be provided in any of the visits are the primary focus of the remainder of this chapter.

#### Test-Related Services

Metro District operated an extensive standardized testing program, including CTBS (Comprehensive Test of Basic Skills), CAP (California Assessment Program), and MSA (Metro Skills Assessment) testing. Requirements and policies surrounding these tests originated from Sacramento and from Metro's own administration and school board. The requirements were incredibly complex. For example, the state required CTBS testing in all Title I schools at all grade levels; Metro required it additionally at certain select grade levels,

district-wide, and required MSA testing among most of the same groups. The state required CAP testing at yet another set of levels. The state required CTBS testing of students in bilingual classes, but not of bilingual-funded students being served outside of bilingual classes. The CTBS form, English or Spanish, a bilingual child was to receive was governed by its own detailed requirements.

As part of her work, Mrs. Jenkins made a point of familiarizing herself with all of these directions, regulations, and guidelines, so that she could explain and interpret them to her schools. This was not idle preparation. She said that no one in her unit liked being in the office the day that the test program bulletin hit the school mail, because the phones would ring all day ... and the next, and for a while. Schools called their advisers at the Comp Ed Evaluation Unit because these were the Evaluation & Testing Office personnel they knew and knew how to talk to, because the Testing Unit was too busy to respond quickly, or even because they needed more explanation after talking to the Testing Unit.

Mrs. Jenkins (and I) attended the district's testing briefing for school-site representatives. The school auditorium was filled with school program coordinators or other mid level school-site staff. After a few introductory remarks from the director of the testing unit, two senior staff "walked" the audience through the lengthy memorandum of test program directions; one speaker explained the English language testing components before the second explained the process for bilingual students.

Between their two presentations, both stood at the podium fielding questions. Several questions were raised about particular cases involving bilingual students, should they be tested in English? in Spanish? both ways? etc. A chuckle worked its way through Mrs. Jenkins' section of the crowd when people noticed that the two speakers were shaking their heads yes or no to the questions -- frequently in opposite directions.

Later ... it was explained that children in bilingual classes had to be tested with the CTBS, but children on BILPs (Bilingual Individual Learning Plans, providing for their instruction through other than a bilingual classroom) should not be tested. Someone asked, what about the two Asian non-English speaking students on BILPs we have placed in our Spanish bilingual classroom? Pregnant pause, then the response: "I hate to tell you this, but you know you have an illegal classroom there ... do what makes instructional sense." (As the many special-case questions began coming in, this last -- "Do what makes instructional, educational sense" -- became a common refrain.)<sup>6</sup>

Mrs. Jenkins' assistance with testing wasn't limited to helping the schools sort out whom they should test with what instrument, or even to providing technical assistance regarding testing procedures. It extended, as well, to helping get the tests themselves to the schools! Transporting tests to schools in a mid to large district is a substantial logistical challenge: errors were made, and in one instance, Jenkins personally delivered a box of tests so that one of her schools could do its testing.

Besides providing these miscellaneous services during the testing, Mrs. Jenkins was often called upon for help afterwards, too. Spring testing results, for example,



come back to the schools in the fall in the form of computer printouts. Some schools and school staff felt more comfortable working from these printouts than did others; the evaluator was their resource when they needed help to make sense of the data.

One of the first observations with Mrs. Jenkins was of a liaison visit, which covered a number of topics, including the following: advice on an ongoing, within-school evaluation task; sharing some information about the forthcoming state reviews; advising the school about some bilingual compliance issues. The school had just recently gotten its printouts from the MSA, and the coordinator asked for some help with them. Mrs. Jenkins walked them through the printout. Page one broke out mean performance in each reading and language skill area for Grade 1. Mrs. Jenkins explained you could first identify the weakest skill areas and note the item numbers indexed to that skill. Then turning to the next page one found the items enumerated with a capsule description and a percent correct score for the grade level, thus pinpointing the weakest items within each skill area. She recommended turning to a copy of the test, provided separately (a practice soon to be discontinued, she said, because of concern that teachers would teach to the test), to really scrutinize the weak areas. Someone present suggested that you could then go into the classes and see if the weak skill was being taught; Mrs. Jenkins recommended going to the instructional materials first to see if the materials covered the skill in any depth.

Mrs. Jenkins also gave her schools a broader frame of reference for interpreting their results. For example, the MSA provided skill area percent correct scores but no normative data to interpret them; the evaluator filled the gap. The school just mentioned had high percent correct scores in "decoding" but low scores in "comprehension."

Jenkins told them that was a common pattern throughout Metro, and that the low raw scores did truly indicate weak comprehension skills. Her information for this sort of "supplementary" test interpretation included more detailed State Department of Education reports of the district's CAP (California Assessment Program) scores, along with more informally assimilated comparative information gained from examining her several schools' test printouts and from conversations with her fellow evaluation advisers about their schools' performance.

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But while Jenkins seemed willing to talk about teaching and teachers in general, she was less willing to talk about individual teachers. Thus, for example, the school coordinator at the liaison meeting described above said they wished the MSA data were reported by classroom, rather than aggregated only by grade level, because they felt such a breakdown would show that a few weak classrooms were pulling down their school averages. Jenkins said no classroom identifier was attached to the student answer form, precluding such an aggregation. The omission was intentional, she said, to avoid the notion that this was a teacher evaluation; besides, data results came back too late to benefit the classes from which the data were collected.

Outside, after the meeting, Mrs. Jenkins reminded me of this exchange, commenting that schools sometimes wanted

classroom data to single out teachers with whom they were displeased. She said that was exactly the kind of thinking about evaluation that needed to be changed. The schools should be evaluating programs, not teachers. Evaluating teachers meant labelling a teacher "good" or "bad," which was threatening and inappropriate. Evaluating programs meant assessing processes and outcomes, and constructively working together to do better.

Besides providing the test interpretation for coordinators just described, Mrs. Jenkins was also asked by a school to present and explain test results to the teachers at a weekly staff meeting and a day or two later to the parents at an early evening meeting. She felt that these sorts of requests (which were not uncommon for her or her colleagues to receive) were not always motivated by a desire to tap her expertise. Some principals, she thought, "used" their Evaluation & Testing advisers, letting them take the heat of parent or staff criticism and distancing themselves and the school, somewhat, from the test findings.

#### Services Related to Program Administration

A large part of Mrs. Jenkins' work involved helping her schools carry out the activities required of them by virtue of their receiving categorical aid. Jenkins said this major focus was typical of her colleagues' work, as well. By and large, the activities in which the evaluator

assists fall into three classes: help with the program funding application; giving information and advice on "regulated" aspects of program operation; and helping schools prepare for State Program Quality Reviews.

Funding applications. I have already mentioned the State's Consolidated Application process, whereby a single application suffices for several categorical aid programs. While the Consolidated Application streamlines the funding process for the schools, it is still a complex and taxing activity. Every three years, each school must submit a new application, supported by a recent needs assessment (of students, staff, and parents) and accompanied by a detailed school plan describing and justifying each component of the school's proposed total educational program. The full application and plan can easily run fifty to one hundred pages, and it usually takes several weeks to prepare it and its supporting needs assessment. This process is simplified somewhat during each of the two intervening years, when a shorter application for "continuation funding" may be submitted. That requires neither a supporting needs assessment nor a rewritten plan.

The State publishes a School Program Development Manual as well as a Planning Handbook, which guide the school in preparing its application and plan. In addition, the district prepares memoranda and conducts

staff development meetings to keep personnel abreast of the latest regulations and procedures. Still, school principals and their program coordinators are inclined to "tune in" to the requirements and procedures only when they really need to -- every three years. An evaluator with a typical caseload, however, is likely each year to have four or five schools doing full applications. Evaluators become an expert resource on the application process for their programs.

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During the research period, Mrs. Jenkins (and I) attended a full-day training meeting on the Application requirements -- a meeting attended primarily by principals and program coordinators from schools around the district -- and she also participated in an Evaluation & Testing Office staff workshop on the latest requirements. In the spring she worked with two of her schools which were submitting full applications.

I observed the evaluator's work with one of the schools as she assisted it through the several stages of the Application process. She walked them step-by-step through a Needs Assessment Model which she recommended they employ. She helped them schedule the surveys, staff meetings, and analyses that were part of the needs assessment. She made herself available for help and consultation. Finally, after they had completed a draft of the application and plan, she spent a half-day

reviewing what they had written, editing parts here and there, suggesting they add a sentence or paragraph in this spot or that, and actively helping them to draft the evaluation component of the plan. She seemed confident and deft in her suggestions.<sup>7</sup> The school personnel, in turn, seemed thankful and much relieved to have her help with the Application, which they described as an intimidating task.

Advice on Program Requirements. Mrs. Jenkins'

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knowledge of the requirements and regulations governing program operation made her a useful reviewer of the program plans; she tried to put her knowledge to use at other times, too, by prodding the schools on these requirements.

For example, when a coordinator mentioned that the bilingual teachers were mostly using English in the classroom, Mrs. Jenkins reminded her that it was important that both languages be used, noting also that state reviewers would look for evidence of Spanish use in instruction of non-language subjects, like math.

(Bilingual compliance issues were a frequent topic.) And, for example, when "too strict" parental attitudes about discipline were being discussed by some staff at a school, Jenkins pointed out that that would make a perfect topic for parent education. That, she told them, would allow the school not only to modify troublesome parent attitudes

but also to satisfy the compliance requirement for parent education to meet "identified" needs.

Jenkins was often questioned about recordkeeping requirements -- what kinds, in what detail? -- and she delivered a presentation to the teachers at one of her schools on the subject. Discussions about recordkeeping and other requirements were significant to the schools because these were important issues when their school was subjected to a State Program Quality Review.

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State Program Quality Reviews. To monitor schools funded through the Consolidated Application, the State Department of Education conducts what are called Program Quality Reviews (PQRs).<sup>8</sup> In theory, schools are subject to a PQR every two years; in practice, the interval may vary. Each PQR team, of about four outside consultants hired by the State, visits a school for two to four days, observing classes, scrutinizing records, and interviewing administrators, parents, and staff. At the conclusion of the review, they rate the school on two lists of items, one dealing with "compliance" issues, the other dealing with program "quality."

The approximately fifty compliance items are marked dichotomously: a school is either in or out of compliance on each item. Schools must correct non-compliant situations to the satisfaction of the State, so non-compliance is a serious matter for a school (and the

district). The several "quality" dimensions are, on the other hand, rated on a seven point scale, and low ratings do not require a response or correction. These quality ratings have little direct consequence for a school -- important funding decisions do not hinge on them, or anything of that sort -- but they are a matter of definite pride and status to administrators and staff. (The intention, of course, is for schools to review these quality ratings to help improve their programs -- and, in fact, some schools do work with the ratings seriously and constructively.)

Schools receive advance warning of pending reviews, and they are the scene of frenzied preparation prior to the review. Records that have been neglected are updated; bulletin boards are redone; committees meet that haven't met before; etc. Anyone who has ever been in an organization about to receive a visit from "the Brass" would recognize the routine: spit and polish. And anyone who has been through it knows the other side as well: gloss over the imperfections with lots of fresh paint, sweep the dust under the rug, and pray no one discovers that back closet with all the skeletons. Schools are no different, and Mrs. Jenkins lent a helping hand.

Mostly, Mrs. Jenkins seemed to help by telling the schools what the reviewers would be looking for. She knew because Evaluation & Testing hears about such



things and because she herself was trained as a reviewer. During the year, she served as a review team member in three reviews (not of any of "her" schools).<sup>9</sup> When she consulted with the schools, advising them about what would happen and what would be looked for, she spoke from experience. Thus, for example, she knew reviewers would look for bilingual instruction in non-language subjects, for instruction via modes other than pencil-and-paper tasks, etc. And from her contacts within the district she

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knew that a school should not try to cover up a shortage of bilingual certified teachers (which was a "serious" compliance issue); that was a district-wide problem, she told them, which would not reflect poorly on the individual school but which would be shouldered, instead, by the district.

Besides helping the school prepare for the program reviews, Jenkins helped them make sense of the review's final findings. She tried to attend the "exit interview" -- actually a one-way presentation of final findings conducted by the review team just before leaving the school -- at each of her schools that was being reviewed. She listened to the review findings and, afterwards, tried to help the school understand the meaning of the ratings and the reasons for them. This could be a tricky situation. Often she knew ahead of time what the problem areas would be, recognized the validity of the review

teams comments, yet had also to deal with the bruised egos and frazzled nerves of the school personnel.

Mrs. Jenkins and I attended the exit interview at one of her schools. The team gave the school what they termed "on-target" scores on most of the dimensions. An "on target" rating was a rating of 3, 4, or 5 on the seven point scale; the highest scores (6 and 7) were reserved for exceptionally good performances and the lowest for exceptionally poor ones. The school received eight "4s," twelve "5s," and three "6s." It also received one "3," for its bilingual program, a low but still "on target" score.

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The school was dissatisfied and even angry with these ratings. The principal spoke to the staff after the review team had left, telling them that the important result was that they had been found in compliance on all the items (except for the one district-wide bilingual teacher problem). They could be glad, knowing that they were doing things the right way. The "quality" ratings he felt were undeservedly low and inconsistently applied across schools. They were a superior school, he said, better than some that he knew had received higher scores.

He concluded his remarks by telling them, "They came, it's over, and thank God they've gone." This brought applause. Now at least, he said, they wouldn't have to worry about another review for two years.

Yet the other side of this story is that Jenkins and some others felt that the school had been treated very gently by the review team. In their view, a non-compliance rating on one or more items was possible and perhaps justified, and the fact that the bilingual component had received a "3" -- low, but "on target" -- was considered tantamount to a gift. This school had serious problems with its bilingual program. The evaluator knew it, mid-level administrators knew -- and the school knew it. Yet the school was angry at not being given sixes and sevens.

After his address to the staff, the principal and his coordinators came up to the evaluator to talk some more about the injustice of the review. It

was an awkward moment. Mrs. Jenkins tactfully tried to suggest some areas that the review team might have been reacting to in not giving the school the very highest scores, and she reminded them in the gentlest way of their own previously stated concerns about the bilingual program. They did not seem impressed with this line of conversation, and later Mrs. Jenkins said that she was a little discouraged, feeling that the school wasn't likely to work constructively with the review team's feedback. Judging from the meeting, she thought they might just harden in their current patterns.

All this happened, then, at a weak school that had received average, or even better, ratings.

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### Evaluation Technical Assistance

I have thus far discussed two major categories of assistance provided by the evaluator -- test related services and services for program administration. The third and final category involves helping schools conduct evaluation tasks.

Standard evaluation tasks. As part of their program plan, schools must specify evaluation activities. I have already mentioned that Mrs. Jenkins sometimes helped write this component of the plan for her schools. In addition, some schools asked her to help them carry out the planned evaluation activities.

Usually the evaluation work initiated by the school under the program plan is very simple in form: the teachers may survey themselves or their aides; parents might be surveyed; the coordinators might observe and report on some aspect of the program; etc. This

evaluation work is neither rigorously designed nor highly quantitative, but the schools do sometimes wish for assistance. Mrs. Jenkins provided this service, if asked -- for example, editing their questionnaires or checklists and helping them think through the purposes and logic of their efforts.

Ongoing Planning and Evaluation. I have called the schools' standard evaluation efforts simple and modest; the State Department of Education appears to find them so, also. It has become concerned with the level of evaluation effort expended by the schools, and Metro District's Comp Ed Evaluation Unit has, in turn, taken a stronger interest in the problem. The Unit has proposed an innovation, the "Ongoing Planning and Evaluation Committee," as a means of upgrading the quality of evaluation activities within the schools it serves, and it has begun to take steps to persuade the schools to adopt the concept and to assist them in implementing it.

An Ongoing Planning and Evaluation (OPE) Committee is to be formed within each school to design planning and evaluation activities, to participate actively in carrying them out, and to analyze the findings of the activities and translate them into action. The essence of the concept, then, is participatory evaluation work, driven from within the school and responsive to its needs. The vehicle for the innovation is the OPE Committee, which is

to number no more than about 10 and be composed of representatives of the various groups within the school community: administrators, teachers, parents, coordinators, etc. Teachers are to be a majority on the committee in order that evaluation be seen as self-imposed by the teaching staff, rather than viewed as pushed upon them by others, and because the teachers are the primary implementers of the programs which are to be assessed and improved.

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The evaluation adviser is the change agent and facilitator in this situation. He or she is to teach the concepts and structure of Ongoing Planning and Evaluation to the school, persuade them to accept the idea and form the committee, and then assist the committee members in carrying out their evaluation ideas. As a beginning, Mrs. Jenkins and a few of her colleagues designed and conducted an inservice training workshop for principals during summer 1979 to introduce them to the OPE concept; this was followed by an early Fall workshop for program coordinators. Then, during the 1979-80 school year, she and the rest of the Comp Ed evaluation staff were to begin prompting their schools to get the Committees going. Mrs. Jenkins conducted two more group training briefings, as well, for the principals and then for the coordinators in one region of the district.

Mrs. Jenkins was committed to the OPE concept and

worked hard to instill enthusiasm for it in her schools; nevertheless, results varied from school to school. At the end of the year, some were still thinking about OPE, others were beginning to create the committee structure but had not yet accomplished much, while one or two were starting to take off with the OPE idea.

Not all of Mrs. Jenkins' colleagues had even the success she did. Some, in fact, were lukewarm about OPE, or too busy doing other things to work on selling the idea to the schools. The concept did not just sell itself.

Mrs. Jenkins made her presentation on Ongoing Planning and Evaluation to principals one morning in late February. The district coordinator for Title I was the host. After some donuts and coffee, he opened the meeting with a short pep talk on the importance of self-evaluation; his assistant carried on, stressing that ongoing planning and evaluation not only made sense, it was also a compliance requirement.

Mrs. Jenkins followed this with a fairly complete presentation identifying the benefits to be gained from OPE and sketching the process. The principals sat quietly and attentively throughout. At the conclusion of the presentation, the district coordinator said he thought it would be a good time for some input from the principals. All hell broke loose...

One principal after the next took the floor to complain that the burdens being forced upon them were outrageously excessive, that they were busy enough fighting to survive, that they didn't have the time to spend with this sort of unrealistic evaluation scheme. They criticized the idea of parent involvement -- impractical, we can't get enough parents involved. They reacted strongly against the idea of classroom observations. They said teachers didn't have the time to spend on this sort of thing.

One or two of the principals had already begun to work on establishing such a committee. They interjected a word or two suggesting that it was practical and that teachers found the process less objectionable than the others were portraying it, but they didn't seem at all eager to take on the majority of their peers in a full scale debate. After a half hour, the fire cooled and the group took a break. So much for the first try.

Program coordinators from the schools seem to find the OPE concept more acceptable. Mrs. Jenkins gave the same presentation to coordinators from the schools represented in the preceding day's meeting with principals. The reaction was totally different. True, there were concerns and objections raised, but the tone of the meeting was more "How can we put this idea into action?," and those coordinators with experience implementing OPE spoke freely about their successes in using the committees.

Mrs. Jenkins seemed to work primarily through the coordinators in trying to establish the OPE Committees in the schools. Her other work brought her into closer contact with these coordinators than with the principals, and the coordinators seemed more open to the idea.

#### Discussion

The preceding was a description of Mrs. Jenkins' work as I observed it, and as Mrs. Jenkins and I discussed it. Exemplars of all the major activity categories were observed by me in the course of the twenty field

observation visits I made (see Chapter 2, Table 1). More than that, virtually all of the specific activities discussed above were directly observed.

Mrs. Jenkins was in many ways my passport into the schools. Because of the trust they placed in Mrs. Jenkins, school staff were not only gracious to me but also seemingly quite candid in my presence.

I did not have an opportunity to directly contrast Mrs. Jenkins' work with that of her colleagues, but we discussed, many times, the question of the representativeness or typicality of her work. It seems likely that advisers differed in the priority or time they gave to the various tasks described. For example, Mrs. Jenkins was particularly committed to the Ongoing Planning and Evaluation innovation; she told me she gave it more attention than some of her colleagues. Presumably, other advisers had preferred activities. Nevertheless, from my observations, I firmly believe that the above description captures the essence of the Comp Ed elementary grade advisers' duties, rather than being an idiosyncratic account of just one evaluator's activities.

Moreover, the key points from this study seem to me to be the general nature of the services provided -- and omitted -- by the evaluation advisers, combined with observations on school staff attitudes toward evaluation and program compliance controls. On these matters, the



data were persuasive.

Mrs. Jenkins and her colleagues did not themselves evaluate the worth or effectiveness of the programs with which they worked, nor were they expected to do so by their supervisors. Most of what they did might be described as program advisement, or perhaps program technical assistance.

I should qualify these comments by noting that while the evaluators did not formally evaluate the schools or programs, they did informally learn and make judgments of the schools' strengths and weaknesses. And to some extent, Mrs. Jenkins communicated these assessments back to the schools, though often indirectly. Thus, Mrs. Jenkins was familiar with many of the problems in her schools, and she used her informal conversations at the school to direct their attention to this or that component. Nevertheless, even these informal conversations seemed tactful and indirect. Mrs. Jenkins felt that her usefulness in this informal "nudging" of the schools depended vitally on her rapport with the school staff, rapport which encouraged them to speak candidly to her about the school situation. She was anxious not to lose that rapport by reacting too judgmentally to what she was told.

The Ongoing Planning and Evaluation Committee structure seemed to Mrs. Jenkins to offer the best avenue

toward more reflective and meaningful planning and evaluation. She said it gave the staff, and especially the teachers, a sense of "ownership" of the evaluation process, encouraging them to respond more openly and less defensively to evaluation, even to the point of accepting classroom observations -- a common bugaboo within the schools.

Teachers' usual negative reactions to classroom observations were only one aspect of what Mrs. Jenkins felt was a pervasive dislike and distrust of evaluation within the schools. Mrs. Jenkins was sensitive to this prevailing attitude as she planned and carried out her evaluation duties. She tried hard to create and maintain an image as a helpful, responsible, and trustworthy aid to her schools. She went that "extra mile" for them, ferrying the missing test forms (see supra) they needed for the Spring testing, searching out answers to their questions about procedures and plans, etc. She listened to their comments about school problems and didn't violate confidences. She attended to the little things, too, such as always trying hard not to break appointments with her schools. In large measure, she succeeded in being a well-liked evaluator in a district where evaluation was not well-liked.

In some respects, Mrs. Jenkins' "informal" relationship with the schools and her affiliation with the

on-site program coordinators constituted a second agenda to her work, just as Ms. Grimes' quiet work with Dr. Hamilton and the RICs had been that for the PLPSS evaluation. Mrs. Jenkins sought to win the schools' confidence and to establish a solid rapport with her program contacts in each school. She then used these informal ties to prod the schools to take a closer look at their programs. Thus, while most of Mrs. Jenkins' frontstage work involved technical assistance to the schools, backstage she was a subtle, but persistent, agitator for greater levels of systematic program assessment and planning. The recent work to promote Ongoing Planning and Evaluation Committees was an opportunity for her to move some of this backstage effort forward -- as an official Comp Ed Evaluation Unit activity.

The Comp Ed Evaluation Unit's OPE innovation was not the only move toward more directly evaluative evaluation in Metro. Dr. Barbara Peterson, the new (beginning in early 1979) Director of Evaluation & Testing, has also been reassessing E & T Office work. In a conversation with me in Spring 1980, Dr. Peterson remarked (unprompted) that much of the Compensatory Education Evaluation Unit's current work consisted of technical assistance and stated that her desire was to see the Evaluation & Testing Office begin to actually evaluate the strengths and weaknesses of

the instructional programs within the schools, collecting and reporting information useful to the schools for instructional improvement.

Dr. Peterson described a plan to free the Comp Ed evaluation advisers of many of their current technical assistance responsibilities, train them in the skills they needed to be effective instructional observers and critics (in the constructive sense), and then assign them to work closely and intensively with the schools. Rather than spreading their efforts over their full caseload (of a dozen or so schools), she envisioned them focusing on three or four of the schools in any given year, rotating schools served from time to time. Within the schools selected for intensive work, the evaluators would focus even more narrowly -- for example, by concentrating on 3rd grade reading or the like.

With the focus set, the evaluator would work closely with the relevant teaching staff, spending substantial time in classrooms, observing if not always measuring. And, in concert with the teachers and, perhaps, the administrative staff within the school, the evaluator would devise appropriate, instructionally useful ways to track classroom processes and student learning. The goal would be to develop information that is directly relevant to instruction and instructional improvement. The intention would be to shift away from evaluation based on

very global, very general outcome data -- as from achievement test scores -- and toward very specific information that pinpoints instructional strengths and weaknesses.

Dr. Peterson acknowledged that this more active evaluation approach might not be received with enthusiasm -- initially. But she felt that the utility of the new evaluation information would gradually win over the schools. As a tactic to gain acceptance, or at least initial tolerance, she suggested beginning with schools and programs that are considered especially effective, expecting that they would be more willing to open their doors to the evaluators. With this foothold achieved, it might be possible to expand to other schools on the strength of the initial successes.

Dr. Peterson's potential changes would constitute a major upheaval in evaluation strategy and tactics; they were not uniformly welcomed by the Comp Ed evaluation staff. Some evaluation advisers were apprehensive about operating in such a role, wondering if they had the skills or personal inclination to be instructional critics; some were skeptical, wondering if schools would undercut and ultimately defeat such a vigorous evaluation.

The ideas described by Dr. Peterson were still tentative in spring 1980. Only time will tell how they will subsequently take shape and whether they will come to

pass and produce the hoped for successes.

### Epilogue

AS of Fall 1980, Dr. Peterson's classroom-focused evaluation plan seemed to have faded from discussion. The Comp Ed Evaluation Unit was continuing to promote Ongoing Planning and Evaluation (OPE) -- which focused on instruction and classrooms, but in which teachers and other school staff, not E & T evaluators, carried out the evaluation work.

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The CEE Unit decided this year to make more of an effort to involve school principals, not just teachers and coordinators, in the OPE process; Mrs. Jenkins said that they felt reaching principals was the key to gaining school acceptance and cooperation. Special workshops for the principals had been conducted in the summer, and more had been scheduled for early fall. Unfortunately, last minute changes in the integration program had preempted school time and attention, causing the fall workshops to be postponed. This could set back their program to push OPE in 1980-81.

AS part of their promotion, Mrs. Jenkins and her colleagues had prepared a packet of explanatory materials for the workshops. Several "staff" offices in Metro Unified had taken an interest in the idea: the School Improvement Program Office asked to review the materials, and the Special Education Office was interested. A

workshop session for special program advisers -- who each serve several schools -- had been conducted and was well attended. Mrs. Jenkins was encouraged that these other groups were "buying into" the OPE concept.

In the meantime, Mrs. Jenkins had just been shifted to a new assignment within the Evaluation & Testing Office. Her former supervisor in the elementary level evaluation group had been assigned to direct a new E & T evaluation of the district's Racially Isolated Schools (RIS) service package (See Chapter 3). He, in turn, had selected Mrs. Jenkins and two of her colleagues (from the informal "staff development" working group) to work with him on the RIS evaluation. They would all shortly be moving to new office space elsewhere.

#### Notes

1. The schools in an evaluator's caseload were assembled on the basis of geographical clustering and Title I funding. A school on the borderline of Title I eligibility might gain or lose funding at some point, and thus drop in or out of the unit's pool of schools served, but most schools served were firmly, and lastingly, Title I funded.

In Mrs. Jenkins' case, she had seen several changes of command in her schools: virtually all had different principals now than they had when she was originally assigned them.

2. The importance of a teaching background was a common refrain in the course of the study. Mrs. Jenkins described it as doubly important: it provided important substantive insights into the problems the schools faced, and it bought credibility among teachers and principals, who generally dismissed the views of "outsiders." Ms.

Grimes likewise agreed, rather pointedly asking me (a non-teacher) if I didn't think that it might be wise to get some classroom teaching experience if I were planning to make a career in educational evaluation.

When I was introduced to school site personnel, they frequently asked, in one way or another, where I had worked in the schools. Their skeptical looks, when I admitted never having taught, could be withering. One program coordinator asked, rather incredulously, if it was really possible to be a professional evaluator without having taught. My soon practiced response to these inquiries was to state that I thought school program evaluators should know the realities of teaching and schools, that I wished I had taught, and that I looked to this study as a partial substitute for that important background.

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3. Staying out the whole day saved driving distance and time. In addition, eating at the schools gave her a chance for informal, rapport building, contacts with school personnel.

4. The word "brought," here, is literal, in the sense that schools with Title I funding were assigned an evaluator who physically went to the schools to deliver service. Schools without this funding did not get these house-calls but they could get outpatient service, so to speak, if they brought their problems to the advisers: advisers would assist non-Title I schools that either telephoned with questions or sent someone to the Comp Ed evaluation offices.

5. This was particularly true because the programming trend in Metro was very definitely away from special Title I "lab classes," long-term, small-enrollment self-contained classes of select Title I eligible students. These had once been popular, but the consensus now was that they were not cost-effective. More popular were either pull-out services or supplemental services delivered in the regular classroom context.

6. One has to wonder if many more special problems weren't brought up in this large, public meeting. It would be interesting to determine how comfortable the schools felt discussing their problem cases with the testing unit staff as opposed to asking help from their evaluation adviser.



7. I was quite surprised at how quickly she seemed to be able to skim through the draft they had prepared, flashing through pages but nonetheless homing in on inconsistencies or missing links. E.g., one section indicated that the SI coordinator was going to monitor an activity in concert with the Title I coordinator. Jenkins checked to be sure that this same joint monitoring arrangement was precisely stated in the separate section listing the coordinator's tasks. Clearly, she had done this sort of reviewing several times before.

8. Formerly these were known as Monitor and Review visits. The acronym, MAR, captures the spirit of these reviews as they were perceived by the schools being MAR'ed.

9. Because this work was largely peripheral to her regular district duties I will not describe it in detail here.

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Part III

The Findings

## Chapter 5

### ANALYSIS

I entered this study with two major purposes. First, I hoped simply to observe and document a few instances of evaluation work in order to add to the descriptive data base on school evaluation practice. This descriptive task has largely been accomplished through the case presentations in Chapters 3 and 4.

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Now, in this chapter I will turn to the second purpose, namely to pursue a more theoretical analysis of evaluation work as it appears from inside the school organization.

#### The Theoretical Issues Reviewed

I entered this study with an interest in the organizational circumstances surrounding the school evaluator's work. Almost immediately upon entering Metro, it became apparent that in-house evaluation had been "tamed" by the organization. The Evaluation & Testing Office was certainly not a vigorous critic of instructional programs, nor even a particularly active reviewer of these programs.

This was especially clear with regard to Title I evaluation. Title I "evaluators" did not formally evaluate the work of their schools, and they were not expected to do so. The Comp Ed Evaluation Unit had become

a technical assistance group -- providing important services, but seldom evaluative ones. The bare minimum of Title I evaluation was imposed: students were pre- and post-tested with a standardized achievement test and these scores were reported to the state.

In the PLPSS case, there was more evaluation scrutiny, but evaluation findings were reported discreetly. Both evaluators (but especially the second evaluator, Grimes) preferred to keep their criticisms out of the limelight. Some criticisms they tucked away in discussions of interview and observation data; some, they completely excluded from their evaluation reports. Their "conclusions" were distinctly positive in tone. There was no indication that the evaluators were told to write their reports this way, but neither was there any indication of organizational encouragement to "lay it all on the table."

Only backstage -- in informal, unreported work -- was there candor and balanced discussion of program strengths and weaknesses. The Comp Ed evaluator, Mrs. Jenkins, worked with her personal school contacts to encourage more systematic attention to program processes and performance. The PLPSS evaluator, Ms. Grimes, worked quietly with the Regional Instructional Coordinators and Dr. Robert Hamilton on such issues as program coordination and clarification. There were some countervailing trends -- the Ongoing Planning and Evaluation innovation and the new

Evaluation and Testing (E & T) Director's ideas -- but formal, official, "public" evaluation was generally limited and gentle. That was clearly a significant organizational circumstance to be considered.

I also began the research with an interest in studying the interactions between evaluators and school personnel. I had expected that there might be some initial school resistance to, or lack of interest in, evaluation. That expectation was confirmed in the

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response the Title I schools made to the Ongoing Planning and Evaluation (OPE) idea. To some extent, the initial PLPSS evaluation work also seemed to generate little managerial interest -- until Fall 1980, when the new PLPSS Coordinator position was established.

I was surprised, however, when I began to perceive an unanticipated cause for this lack of interest. That was, that program managers -- principals, on-site coordinators, RICS, Dr. Robert Hamilton -- did not actively manage, coordinate, or control the "technical," instructional activity within the schools. Instruction was largely the concern of teachers, each acting for his or her own classroom.

This came through clearly in the work with the Comp Ed evaluator. It seemed that few principals attempted to act as "instructional leaders," that on-site coordinators held little power over classroom teachers, and that

schools and teachers were not at all accustomed to the collegial instructional planning and discussion that was a part of the Ongoing Planning and Evaluation format.

There were similar characteristics in the PLPSS case. Program managers -- Hamilton and the RICs-- "intervened" in teaching matters only through the occasional staff development meetings, which presented a smorgasbord of ideas from which teachers might select... or which they could reject. The PLPSS "program" was really many different programs: what each teacher chose to do constituted the program for his or her classroom.

If instructional management was routinely left to individual teachers, that would go a long way toward explaining managerial disinterest in evaluation -- for evaluation generally takes the study of instructional processes and outcomes as its special focus (see also Chapter 1, Note 1). And it might also help explain the "taming" and deemphasis of evaluation within the schools. Yet, how could schools successfully operate in such a fashion? This question led me to the literature on school organization and the analysis outlined in the next section.

#### A Framework for the Analysis

The literature on schools and teaching furnishes a number of analytical insights into the way schools manage instruction, and into the attitudes and behavior of

teachers within schools. In the next few pages, I will briefly review a portion of the relevant literature.

### The Management of Instruction

Many studies comment on the solitary, idiosyncratic nature of teaching (Charters & Packard, 1979), supported by the "egg-crate" architecture of the school (Lortie, 1977) and by teaching's socialization process, which:

leaves room for the emergence and reinforcement of idiosyncratic experience and personal synthesis. In neither structure nor content is it well suited to inculcating commonly held, empirically derived, and rigorously grounded practices and principles. ...[Teachers] portray the process as the acquisition of personally tested practices, not as the refinement and application of generally valid principles of instruction. ...influences from others are screened through personal conceptions and subjected to pragmatic trial. (Lortie, 1975, pp. 79-80)

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Isolation and the lack of a strongly held base of shared pedagogical practices contribute to the "privatizing" of teaching (Lortie, 1975), which may indeed increase over time (Lieberman, 1977; Lieberman & Miller, 1979). This, in turn, militates against group coordination and planning.

Since their [i.e., teachers'] conception of performance is individualistic, they find it difficult to develop strategies to raise the performance level of the group; they do not know how to plan increases in the potency of the technical culture. (Lortie, 1975, p. 81)

This individualism and privatism should be viewed in its larger institutional context, for the conclusion of

most recent studies is that the typical school organization does not demand closer instructional coordination. Indeed, the loose linkage between classrooms within schools seems but one aspect of an empirically substantiated pattern of loose linkages, vertical and horizontal, characterizing public school organizations (Miles, 1980); and a theory of school districts as "loosely coupled" organizations has gained considerable currency (Weick, 1976; Meyer, 1977; Meyer & Rowan, 1978).

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Nevertheless, the loose coupling of schools can be overgeneralized. There seems to be a research consensus that the so-called "technical core" of schooling -- teaching strategies and classroom management, for example -- is loosely coupled (Bank & Williams, 1980; Miles, 1980): classrooms differ widely on instructional matters; and vertical control, from district administration to principals to teachers, is weak. However, other matters, such as pupil control, school scheduling, budgeting, personnel allocation and curriculum policy-setting, are often tightly controlled (Bank & Williams, 1980; Abramowitz et al., 1978; Firestone & Herriot, 1980; Spence et al., 1978).

A number of explanations have been proposed for these phenomena, but no consensus viewpoint exists; the explanations, however, are not mutually exclusive, so it



may be that several or even all are relevant. One line of explanation invokes a conflict model, suggesting that the parties within school organizations -- teachers, principals, central administrators, advisory staff, etc. -- have differing interests and carve out a division of influence and power (c.f. Hanson, 1978; Kouzes & Mico, 1979). This analysis is consistent with the observed "zoning" of decision making and influence in schools (Miles, 1980): teachers, principals, and central

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administrators all have won their own spheres of influence; loosely-coupled instruction is simply instructional decision making decentralized to the classroom. The conflict model is also consistent with the "border squabbling" that can be seen within districts, with teachers fighting off intrusions into the classroom, principals wanting to "run their own schools," and so forth.

A second explanatory approach, taken by the founders of loose-coupling theory (e.g., Weick, 1976; Meyer & Rowan, 1977, 1978), asserts the functional value of "decoupling" schooling's technical core. In this analysis, the organization presents an image of rational, bureaucratic operation to its environment (the community, external agencies, etc.) and incorporates into itself structures and operations which are publicly respected.

For example, "certificated" personnel, whose

qualifications are vouched for by the state, are employed; "curricula" are officially mandated by the school board; education occurs in schools "accredited" by external agencies; discipline, grading, and other student processing are guided by official "policies;" etc. What happens in classrooms, however, is seen routinely only by students and teachers, and the outcomes of education are seldom carefully scrutinized. By conforming with the "myths" of what constitutes quality schooling, legitimacy is won without having to reveal the technical core.

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Moreover, the organization is better off without this scrutiny. Given the technology of teaching and the nature of learning, "success" is neither uniform nor certain and technique is craft or even guesswork; given the nature of educational goals and organizational imperatives, content and method may be at variance with public expectations. All of these facts are better withheld from public knowledge and discussion. Therefore, school organizations shield their technical work from close surveillance. Adopting a "logic of confidence and good faith," they delegate instructional decision making to teachers, the professionals closest to the client, with the assumption that teachers will do the best job possible under the circumstances (Meyer & Rowan, 1978). Thus explained is the "decoupling" of instruction, the avoidance of surveillance, and perhaps even the tight coupling of

certain matters (e.g., student control) which if left undirected could provoke community reaction and unwanted scrutiny.

The final line of explanation adopts a more radical view, questioning whether the "technical core" -- instruction, transmittal of social and cultural values, etc. -- is really "core" at all. In this view, custodial processing has become the true function of schools, and:

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schooling is justified to the community by the myth of providing the service of teaching while custodial activities are actually pursued under conditions of systematic deception (Spence et al., 1978, quoted in Miles, 1980, p. 70)

Instruction is "loosely-coupled" because instruction is not what matters. Scheduling, record keeping, and personnel matters do matter and are tightly controlled. Effective instructional surveillance is irrelevant and may even threaten to puncture the myth that teaching is the schools' primary emphasis.

The arguments above could be pursued further but the results would remain essentially as described. The ultimate consequence for evaluation in "institutionalized" organizations like the schools is aptly summarized by Meyer and Rowan:

Institutionalized organizations protect their formal structures from evaluation on the basis of technical performance: inspection, evaluation and control of activities are minimized, and coordination, interdependence, and mutual adjustments among structural units are handled informally. (1977, p. 357)

## Teachers and Teaching

Putting aside the question of supra-classroom instructional coordination, there are important characteristics of teachers and teaching which should briefly be reviewed.

Teacher attitudes toward evaluation are certainly important to consider: unfortunately, little information has been collected about them. However, attitudes towards, and use of, tests -- which are a large part of most evaluations -- have been studied in some greater detail (Goslin, 1965; Boyd et al., 1975; Yeh, 1978). The recurrent finding in these surveys is that information from mandated tests, imposed upon classrooms and teachers by outside forces (whether district, state, or federal), is seldom used by teachers. Teachers question whether the tests match the material they teach, whether they tap important skills, and whether student achievement is validly measured and accurately reflected in test scores. When a student obtains a score discrepant from the teacher's expectation, it is the test score the teacher most commonly discounts (Lortie, 1975). There seems to be almost a crisis of confidence in the meaning of achievement test data.<sup>1</sup>

Classroom observation is another potential evaluation component, but just as teachers doubt the value of externally imposed tests, so too do they question

"intrusions" into the classroom:

...teachers attach great meaning to the boundaries which separate their classrooms from the rest of the school and, of course, the community. Teachers deprecate transactions which cut across those boundaries. Walls are perceived as beneficial; they protect and enhance the course of instruction. All but teachers and students are outsiders. ...on site, other adults have potential for hindrance but not for help. (Lortie, 1975, p. 169)

The difficulties and uncertainties of teaching have also been alluded to. While teaching is an ancient art, ~~it is a recent science...if a science at all.~~ Teaching has been described as having a "weak production function" and a "weak knowledge base" (Miles, 1980). The former implies that, even given "solid," technically "appropriate" instruction, student outcomes will nevertheless vary from student to student, class to class, day to day, year to year. The latter suggests that when instructional outcomes fall short, teachers (and even "educational experts") are hard put to know what to do; technical knowledge of effective instruction and remediation is relatively primitive.

Putting these observations together, it seems that teachers may legitimately view evaluation with some skepticism. Evaluation may tell teachers little more than they have already observed in the classroom; if there is a contradiction between the data sources, teachers are likely to weight their own extensive, if informal,

observations most heavily. And if the results reveal instructional shortcomings, teachers may quite legitimately retort that they did the best they could, no one taught them any more effective teaching techniques, they haven't seen any real evidence that there are more effective and feasible techniques, and, besides, they did the same things last year and the children learned. Moreover, by the time evaluation information arrives, it's often "too late": the teacher has had to move on to

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"cover the material;" or it may even be another school year and, since "every class is different," last year's data doesn't even apply (Lortie, 1975).

This suggests that evaluation, to be useful and acceptable to teachers, must provide very timely information that teachers will view as credible and as having clear, direct application to their day-to-day classroom work (Bank & Williams, 1980). And evaluation information must succeed or fail on teachers' terms, because teachers are the instructional decision makers.

#### The Analytical Fit to Metro Unified

##### Loose Coupling of Instruction

Instruction did appear loosely coordinated and controlled above the classroom level in Metro. As mentioned at the chapter's beginning, it appeared that neither on-site program coordinators nor principals routinely controlled instructional activity. Although I

did not make a detailed study of their role, I did note that coordinators engaged in the following instructionally related work: examining test scores and interpreting test results to teachers; helping to select curriculum materials, such as reading and math series and supplementary materials; encouraging teacher compliance with achievement monitoring schemes, such as checklists or other student progress records; and planning and conducting staff development workshops. Direct authority over teachers, however, did not come with the coordinator position.

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Principals do hold supervisory authority over teachers, but they did not typically seem to exercise that authority in instructional matters. At the meeting for principals on Ongoing Planning and Evaluation which I observed (see p. 134), several principals stated that they were, "too busy just trying to survive" out in the schools; they said that they did not have the leisure to focus on instructional quality. A number of their colleagues silently nodded their agreement.

More evidence came during the Ongoing Planning and Evaluation (OPE) innovative effort. In working to establish OPE committees in the schools, Mrs. Jenkins could seldom tag onto an existing structure for instructional coordination or planning (only one of her schools had anything like that). Part of the OPE

challenge was in getting the schools to put together such a "novel" structure and think about its uses.

Partial corroboration comes also from an interview study of school site administrators (principals, coordinators, etc.) conducted in Metro by Alkin and associates (1980). In one section of the interviews, the administrators were asked to identify and discuss significant occurrences in the life of their programs, occurrences determining the shape or character of the program in the preceding two years. The most common "instructional" occurrences related to decisions about which curriculum package to use for reading, math, etc. More fine-grained instructional planning was not evident in these interviews.

With regard to the PLPSS, loose instructional coordination was indisputable. Given the vague program goals and lack of prepackaged curricula, PLPSS teachers were even more on their own, instructionally, than regular elementary school teachers.

#### Negative Attitudes Towards Evaluation

It was patently obvious that evaluation was not beloved by school staff within Metro. The reader will recall the PLPSS program meeting in Spring of 1979 when Dr. Robert Hamilton introduced the first evaluator, Mrs. Bowman, to the assembled principals and teachers with the prefatory remark that they would not be requiring a



burdensome evaluation process. And Mrs. Bowman opened her presentation with similar reassurances. Both Hamilton and Bowman were responding to what was a common feeling within the schools -- that evaluation was an annoying burden, that it generated reams of paperwork and records, and that it didn't do them any good.

The evaluators I studied had worked in the schools as teachers, and all were sensitive to the suspicion, if not antagonism, with which anything labeled "evaluation" was met. Ms. Grimes commented, rather tellingly, that before she gave her first draft of the PLPSS pupil skills checklist to teachers for their review as a possible classroom aid, she was going to remove the letterhead identifying it as from the Evaluation and Testing Office. She said, "people are funny about 'evaluation.'"

Of course, there were certainly school personnel who had more positive attitudes toward evaluation. Program coordinators in the schools present a particularly difficult situation to characterize, because I met them through Mrs. Jenkins and it is difficult to disentangle their attitude toward "evaluation in general" from what I most commonly had a chance to observe, namely their (largely positive) attitude toward Mrs. Jenkins. Nevertheless, these coordinators did seem more open to evaluation than their principals -- though they shared the principals' and teachers' dislike for evaluation paperwork

and for State Program Quality Reviews.

Interestingly, other "coordinator" or "adviser" personnel -- for example, district-office based compensatory education program advisers, and special education advisers, (see Chapter 4, p. 142) along with the new PLPSS central coordinator -- also seemed more receptive to evaluation than did teachers or principals. It seems plausible this is because these persons hold positions which assign them responsibility for

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instructional coordination -- although they generally appear to lack the actual authority or power to bring it about.

Meyer and Rowan (1977, 1978) describe the way schools establish structural arrangements which appear to conform to externally valued "myths" about appropriate organizational behavior. (The appearance of conformity to external values is the key ingredient, not the actual functioning of the structure.) It may be that creating these coordinator roles is an example of symbolic compliance with external values, e.g., the values of funding agencies. But the role occupants, the coordinators and advisers, may want to be more than merely figureheads. Despite their limited power, they may strive to increase coordination and improve instruction across classrooms and schools. Thus, they may be more interested in evaluative information about instruction than are

regular, "line" managers (e.g., principals).

### Resistance to Classroom Intrusions

Lortie (1975) and others have commented on teacher resistance to intrusions into the classroom. That resistance was apparent in Metro; classroom observation was very clearly a delicate matter. Mrs. Jenkins often said that the heavy teacher representation on the proposed Ongoing Planning and Evaluation (OPE) was intended to encourage teacher "ownership" of the within-school

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evaluation work, and that it was specifically intended to make classroom observations more palatable to the teachers. In addition, she said that observations needed to be planned in advance, so that everyone would know what the observers would look for.

It also seemed that principals joined teachers in guarding the classroom door. One of the objections principals raised regarding OPE was that the proposed classroom observations were unacceptable. And, in one of Mrs. Jenkins' schools, the principal discouraged his own on-site Comp Ed coordinator from observing classes.

In the PLPSS case, the organization appeared to have overridden the usual objections to observations, probably in order to have a more credible evaluation for the court to examine -- and teachers seemed to accept the requirement. Ms. Grimes conducted classroom observations quite freely -- although she did call in advance to let

the teacher know that she wanted to visit the class.

### Evaluation in the Metro Setting

The literature predicts that the school organization will protect itself from the evaluation or inspection of its technical performance. In Metro, this protection was systematic and pervasive.

Classroom teaching was seldom observed except by the teachers and students directly involved. When the rule of classroom privacy was broken, it was by necessity -- as in the State Program Quality Reviews (PQRs) and the court-prompted PLPSS evaluations -- or by invitation and prearrangement. Even the "forced" entries just mentioned were made with advance warning: schools were warned of PQRs a few weeks in advance; PLPSS teachers were contacted by telephone prior to observations.

In Metro, schools protected themselves from outsiders. Principals screened school visitors; and staff kept their schools' secrets, from PQR teams, central district personnel, and evaluation advisers.

Higher administrative levels also shielded the schools, as I discovered in one of the more telling observations in the research. I witnessed a (monthly) public meeting of Metro's District Advisory Committee (DAC), Subcommittee on Evaluation. (The DAC was a parent advisory committee, elected from across the district and required by state and federal mandate.) The Evaluation

Subcommittee had asked to be allowed to visit and observe Title I activity in a few elementary schools. Their request had been made some four months before, and was still being "processed" -- even though the committee had asked the district to expedite matters.

At the meeting I attended, Mr. Jamieson (a district representative) explained that the district's Title I administrative structure was being revamped, and the difficulty was that no one was sure who had the authority to approve the committee's request. This was not the first delay or excuse; the committee members clearly expressed their feeling that they were being given the "runaround." They threatened to take their request directly to one of the top administrators involved, rather than waiting for Jamieson to secure a response through the "proper" channels.

Jamieson became stiffly polite, and asked the committee members not to take any action until he had had a chance to speak with some administrators later that morning. He left the meeting room. About a half hour later, he phoned with the news that an administrator had agreed to accept a list of schools and desired visitation dates from the committee. Thus, finally, in late April the committee was able to conduct observation visits in three Title I schools.

In this context, the minimal Title I evaluation

activity engaged in by Metro's Evaluation & Testing Office can be seen as one more means of protecting the schools' instructional programs. Likewise, the PLPSS's circumspect evaluation reporting helped shield that program's problem issues from public or judicial scrutiny. Was the Evaluation & Testing Office, and were the evaluators, a party to this protection? Yes. Were they sinister in their intent? Almost certainly not, and perhaps quite to the contrary.

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The Evaluation & Testing Office did not push for vigorous mandatory Title I evaluation. Neither did its administrators push Grimes, for example, to write about the "second agenda" issues in her report, although they were aware of several of these issues. The evaluations the Office did conduct, protected the schools in two ways. First, they did not "expose" the schools' activities to outside scrutiny. Second, they satisfied external evaluation demands. Providing these controlled, non-threatening evaluations was important because some evaluation had to be made of Title I and the PLPSS.

As I will shortly describe, the evaluators whom I studied were able to participate in this system in a way which fulfilled the organization's desire for controlled evaluation yet also fulfilled their own personal desires to work constructively for program improvement. This is an important point, because, from my interactions with

them, I became convinced that they all saw themselves as promoting more systematic, "planful" instruction in the schools. Bowman, for example, was very much a believer in rational program planning. Grimes saw her task as that of systematically assessing pupil growth and staff and parent attitudes about the program, and then furnishing the information to Hamilton and the RICs. Jenkins sought to stimulate attention to program processes and quality in her Title I schools.

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It was by engaging in informal, unreported activities which supplemented their formal, reported work, and by pragmatically settling for modest changes, that the evaluators were able to conduct controlled evaluations and pursue program improvement. This use of informal means to induce greater instructional rationality and coordination conformed with the literature's predictions (see p. 155, bottom).

I believe that the evaluators found the combination of formal and informal activity quite natural. They were experienced school employees, accustomed to the common school perception that full public disclosure of educational work was not essential and could produce disruptive outside interference. To a degree, they shared this wariness of outside forces, and, in any event, they knew that the school staff and administrators with whom they worked were sensitive to inspection, written reviews

of program work, and the like. They knew, too, that the schools were able to "stonewall it" quite effectively, if they, the evaluators, pushed the schools too hard.

In addition, the evaluators seemed to assume that most school staff were conscientious and well intentioned, that they were, in fact, fellow "professionals" who did not need to be policed by outsiders. School staff were thus perceived as colleagues to be worked with to improve programs rather than adversaries to be combatted. The evaluators did not see this as a conflict of interest because, fundamentally, they viewed themselves as school employees, not agents of the state or the community, out to audit the schools. Under these circumstances, it was natural to let the formal evaluation -- which was available for outside scrutiny -- remain noncontroversial. Their work for program improvement -- which could be controversial because it did require candid assessment -- was pursued informally and with collegial courtesy.

For example, Mrs. Jenkins, the Comp Ed evaluator, often told me that she felt that schools and teachers needed to give more attention to their instructional programs; encouraging that attention in schools seemed to be one of her personal goals. However, she pursued her goal through largely informal channels (via her relationship with the on-site coordinators) and, more recently, by helping to develop and promote the Ongoing



Planning and Evaluation (OPE) innovation.

OPE could be characterized as a pragmatic middle course between formal, official evaluation and informal, interpersonal work. OPE was to be entirely internal to the schools: teachers and other within-school staff were to define the questions and do the work; and no written reports needed to be prepared for "external" consumption. Thus, OPE was a way of encouraging more systematic assessment, coordination and planning, while still letting these activities remain confidential.

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Mrs. Jenkins believed OPE was the most realistic way to get schools to give greater attention to "program." She was much less sanguine about the prospects for success of the E & T Director, Dr. Peterson's, plan for classroom evaluation conducted by E & T staff: well intentioned as it might be, formal classroom observation by such evaluators would seem to the schools too much like inspection and performance evaluation.

The first PLPSS evaluator, Bowman, was concerned with identifying "logical" gaps in program definition and operation. She communicated her findings through the data and recommendations sections of the Spring 1979 report, and through personal interactions with the Regional Instructional Coordinators. Bowman's report was actually more candid -- and critical -- than one might have expected it to be. Her favorable "Conclusions" section in

the report was undoubtedly a pragmatic effort to balance out any implied criticisms with a global statement of approval.<sup>2</sup>

Grimes, the second evaluator, took a more restrained approach, more typical for Metro. She fulfilled her primary task -- pupil assessment -- forthrightly. The test results were quite positive, but I believe that Grimes was willing to "let the chips fall where they might" in this assessment.

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Grimes showed an insider's discretion in the other evaluation activities, especially with regard to the interviews and observations. First, she assumed that certain managerial issues were rightfully confidential to the schools. Thus, discussions of the need for a program coordinator or the question of the proper treatment of bilingual children were "off the record;" Grimes reported these issues very cautiously, preferring only to mention action recommendations endorsed by Hamilton or the RICs.

Grimes was also protective of the program teachers. She, herself, had only recently left classroom teaching, and she treated the classroom observations very gently. Grimes was pleased when, in the 1980-81 school year, she had the opportunity to communicate her observations informally and discreetly to the new PLPSS coordinator's staff. That allowed her to pass on information about any problems she might observe, without having to describe

such problems in a written evaluation report.

The Evaluation & Testing Office administration, not unlike the evaluators, appeared to combine pragmatism, a desire for program improvement, and an insider's respect for colleagues and school system privacy. In 1979, when Dr. Peterson assumed the Office Directorship, E & T did little program evaluation -- emphasizing, instead, testing, small research studies, and Title I service provision (as described in Chapter 4). Peterson

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introduced the integration program evaluation work to the Office (first the PLPSS and, later, the RIS service package evaluation, see Chapter 4, Epilogue). She also had ambitions for more instructionally relevant, classroom-focused Title I evaluation. In the meantime, however, the E & T Office was taking a cautious approach, emphasizing evaluation advice that would not challenge existing programs too severely.

In summary, both the evaluators and E & T administration participated in lowering the threat of formal evaluation by avoiding controversy and criticism in their reported work. In part, this was a pragmatic response to school sensitivities, and reflected a belief that program improvement goals could be more successfully pursued through informal effort. But in part it seemed also to reflect their own subscription to the common school belief that schooling was the business of

professional educators -- that formal scrutiny of the schools was probably unnecessary and possibly disruptive.

#### Concluding Remarks

I began my search through the literature on school organization with two observations and an impression. The observations were that evaluation had been "tamed" (and even emasculated, in the case of Title I) and that instruction was not routinely planned, assessed, or managed above the level of the individual classroom. The impression was that the two observations were related, that the lack of instructional management made evaluation irrelevant, at least when directed to program administrators.

The literature suggests that my observations may not be unique to Metro. Instead, it appears that the "loose coupling" of instructional activity and the avoidance of evaluation and (more generally) "inspection" may be common school properties. In addition, the literature strongly indicates that the relationship between instructional loose coupling and evaluation avoidance runs even deeper than I had thought. In a loosely coupled school system, evaluation and inspection are not simply "irrelevant," they are a potential hazard both to the organization's internal equilibrium and to its relationship with its external environment.

Internally, evaluation and inspection of instruction

disrupt the traditional divisions of authority and influence. Keeping information tightly held is a means of maintaining operational autonomy; sharing information across organizational levels within a district is, on the other hand, an invitation to interference from other groups. Thus, what the principal does not know, may be good for the teacher; what the assistant superintendent does not know, may be good for the principal and the school; etc.

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With regard to the school system's external environment, evaluation and inspection of instruction threaten to reveal the "vulnerable" technical core of schooling -- or perhaps even to reveal that schools are not so much places of learning as they are places for social sorting and custodial processing. It is far safer for the schools to continue to win organizational legitimacy through compliance with the symbolic externals of "quality education." Encouraging the community to look closely at the educational process and product could be dangerous, indeed.

In the next chapter, I will further consider the implications of this analysis for school program evaluation. Before turning to these implications, however, it is only proper to conclude this chapter with a few qualifications to my description of Metro Unified as the "archetypical" school district.

As the preceding discussion of Metro's fit to the literature indicates, I believe Metro is an instructionally decoupled school system. There may, however, be certain features of the Metro case which exacerbate that decoupling, making it even more complete than in some other systems. First, Metro is one of the larger districts in the state, and size might be hypothesized as a factor in the apparent decoupling of instruction. Tightly integrating instructional activity across a large district might be more difficult than would be the case in a smaller district, where central district administrators have fewer schools to manage. Moreover, relations between principals and teachers in a large district with a strong union, like Metro, could be more formal and more inclined to designate classrooms and teaching as teachers' territory.

The research data do not speak to these issues -- only Metro was examined and evaluators, not teachers or administrators, were the research focus -- but I would argue against uncritically generalizing the Metro findings to other, smaller districts. The literature suggests that loose coordination of instruction is a quite general phenomenon, but it seems plausible that degrees of coordination will exist and might be related to district size.

Two other specifics of the Metro situation might also be relevant: the integration effort and changing demographics. Integration has created uncertainties for the schools, which have seen significant student reassignments made on very short notice; and integration issues have preoccupied both school board and administration for some time. Also, student demographics have changed in recent years. Most notable has been the increase in numbers of Hispanic children, which has

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created a great demand for bilingual programming. Many schools have had a difficult time securing sufficient numbers of bilingual teachers and persuading some current staff of bilingual education's value. Some schools are today more concerned with putting together the basics of a bilingual program than with fine tuning instruction. In summary, the recent "stresses" of integration and bilingual education may have deflected some attention away from instructional quality and may have made Metro's evaluation environment less hospitable than it otherwise might have been.

## Notes

1. There is some evidence that this questioning of tests occurs even when simply taking the scores at face value would be to the teacher's benefit:

Teachers ... mention visible results with all their students. But they discuss achievement test performance in a subtly different fashion; it is as if they are uncertain of the tangibility of measured gains or the rightfulness of their claiming credit for them. (Lortie, 1975, p.128)

2. There may have been a personal motive for the strength of Bowman's evaluation report. To a degree, her analyses and recommendations "made a case" for creating a PLPSS central coordinator and would have provided the ~~rationale~~ for such a coordinator's assertion of strong leadership. Given Bowman's administrative background and predilections, this may have been intentional, and Bowman, herself, may have aspired to the Coordinator position had it been established.

As events transpired, Bowman left Metro for an administrative position elsewhere. No coordinator was named for 1979-80. And many of Bowman's recommendations languished.

Grimes was much more "junior" in experience and status than Bowman, and I do not believe she aspired to be PLPSS coordinator. She recommended the creation of the position -- that had already been decided upon by Dr. Hamilton -- but she did not explore the issues of program clarification and coordination in the way Bowman had.



## Chapter 6

### IMPLICATIONS AND RECOMMENDATIONS

In the preceding chapter, the Metro findings were analyzed in some detail, as were the strong parallels between Metro and the "typical" school organization. Here I wish to take the discussion to a more general level, to consider the analyses' broad implications for school program evaluation. First I will examine the conflict between school organizational behavior and several typical conceptions of program evaluation. Thereafter, selected "action alternatives" are discussed, as are a brief set of recommendations and suggestions.

#### Evaluation Conceptions versus School Organization

Various roles have been asserted for school program evaluation; among the more typical are enforcing accountability, assessing program worth, monitoring goal accomplishments, diagnosing program difficulties, and providing information for decision makers. These roles will be the focus of this brief critique.

Accountability evaluation is pursued by an external or supervisory agency against a subordinate one. Programs are expected to conform to the external agent's stipulations; accountability evaluations inspect (or threaten to inspect) program compliance. In education, state or federal aid programs typically use evaluation

requirements in part to ensure accountability.

To an extent, accountability evaluation succeeds in motivating schools to play by the rules, but it can alienate school staff and also influence them to dismiss all of evaluation as "for accountability" and therefore irrelevant to their concerns (David, 1978). In Metro there was evidence of this: evaluation had a bad name, for example; and when Ongoing Planning & Evaluation Committees were proposed, some principals questioned whether the purpose was to comply, on paper, with evaluation and planning regulations. (Indeed, that was part of the motivation for the OPE structure, but Mrs. Jenkins and the other proponents felt OPE also offered a real chance for useful evaluation in place of the usual, largely unused, test data.)

"Paper" compliance is a problem for accountability schemes -- and for evaluation generally. The literature suggests that schools are practiced at "buffering" their technical work from inspection or control, and that they have strong motives for doing so. Their resourcefulness should not be underestimated. Metro schools, for example, energetically prepared for the state Program Quality Reviews, allowing them to present a better, and sometimes deceptive, image. Also, when evaluation is a requirement, as it is for most categorical aid programs, formal evaluation activity itself can be shaped for "public"

consumption, as described in Chapter 5.

Evaluation can also be used to globally assess the merit or worth of an educational program (c.f. Scriven, 1967). Several audiences for such assessments might be proposed; for local evaluations the most likely audiences would be external funding agents, the public, the school board, or top central district administrators. Practical experience since the passage of the Elementary and Secondary Education Act of 1965 indicates that external agencies (the U.S. Office of Education and the state educational agencies) have had great difficulty developing and enforcing regulations that elicit valid assessments of local program worth, and they have not themselves been much inclined to respond to local program assessments by rewarding "good" programs or cutting funds to "poor" ones. (C.f. McLaughlin, 1974.) School districts have shown little interest in such program assessments, and they have vigorously, and rather effectively, opposed federal and state initiatives to force attention on impact or worth.

Monitoring goal accomplishments and diagnosing program difficulties are activities more "fine-grained" than the global assessment just mentioned, but they encounter the same entrenched school resistance to technical inspection and evaluation. Moreover, while external agencies proclaim their interest in locally useful evaluation and officially encourage schools to

design evaluations that will yield more detailed information for school or instructional "improvement," the regulatory focus is on national information needs (David, 1978). Schools can and do comply with federal and state requirements without having to do much fine-grained evaluation. (Metro was certainly an example.)

In addition, there are more specific impediments to the goal accomplishment and program diagnosis approaches. Schools may advance "goals" because goals are required in program applications, not because they have been selected for their importance after careful planning. Thus, schools comply symbolically with the "rational planning" model implicit in categorically funded programming, but goal attainment does not have the real importance that the planning model would suggest (Clark, 1980).

In general, "program diagnosis" also presumes there is rational planning and a structure of supra-classroom coordination which the literature denies exists. Moreover, program diagnosis sometimes includes the notion that evaluation can not only diagnose problems but also prescribe cures. Schooling's weak technical base throws this claim into doubt.

A final evaluation role is that of "providing information to decision makers." This conception proposes that decision maker "clients" should take the lead in determining the evaluation focus, and they should weigh

the evaluation information to arrive at ultimate judgments. Evaluators become non-judgmental, and intendedly less threatening, information specialists (c.f. Alkin, 1977).

Evaluation as information provision opens the door to a wider variety of evaluation services -- e.g., evaluators might act as management consultants or organizational troubleshooters -- but the presumption has generally been that information on technical (i.e., educational)

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performance would also be requested. The literature suggests that requests for technical performance data may be few and far between. Non-technical matters may be reasonably well managed (Spence et al., 1978) or so bureaucratized that "systematic information collection" may be unnecessary. Thus, the information specialist who approaches a school principal offering to "meet the school's information needs" may find that the school's perceived needs are already well met.

To summarize, the evaluation conceptions just discussed face potent impediments to their usefulness in school improvement. As described in Chapter 5, the first recurring problem is school organizations' deepseated resistance to instructional inspection. Hand in hand with the resistance to inspection is the lack of routine, efficacious mechanisms for technical coordination above the level of the individual classroom.

The preceding evaluation conceptions typically assume that evaluators will work with administrators or coordinating groups above the classroom level. Except for the movement toward more "instructionally relevant" tests (curriculum embedded tests, criterion referenced tests, etc.), little attention has been given to making teachers rather than administrators the target of evaluation services. Sadly, though, the literature on teacher roles and behavior suggests that even such a redirection of effort would be fraught with difficulty.

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#### Selected Action Alternatives

I have painted a rather grim picture for those who might like to make evaluation a more useful activity for local schools. Nevertheless, there are action alternatives open to evaluators, administrators, and other decision makers in the evaluation arena, several of which will be discussed below.

Before beginning, however, I should comment on the relationship between these action alternatives and the formal/informal evaluation action dichotomy discussed in Chapter 5. Many of these alternatives could be pursued either informally -- and perhaps covertly -- or formally, through official evaluation policy decisions. There are ramifications to either choice, some of which are mentioned in the discussions below. In general, it can be said that pursuing an option as part of the school

system's formal evaluation effort allows a greater commitment of supporting resources. However, it may also make it more difficult to give confidential service to schools and teachers or to adopt methods to meet unique, individual needs.

The options to be discussed are clustered based upon similarities in strategy. The strategies are: evaluating programs selectively; stimulating greater program coordination; and targeting evaluation to teachers.

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#### Evaluating Programs Selectively

Option 1. Evaluation effort could be directed to those exceptional schools where systematic instructional planning, assessment, and coordination are more strongly pursued.

The literature review focused on the common properties of school organizations and the nature of routine school activity. In fact, however, there are exceptions to the literature's generalizations. For whatever reasons -- individual leadership, a "critical mass" of enthusiastic staff, community interest and support, etc. -- a district or an individual school may depart from the routine and enter into a period of self-examination and coordinated self-improvement. Analyzing the causes for such exceptions is beyond the scope of this study, but there is evidence that exceptions exist, potentially creating environments more receptive to evaluation activity and information (e.g.,

Cannings, 1980; Bank & Williams, 1980).

In fact, several of the CSE Evaluation Use Project's case study situations (Alkin et al., 1979), the research precursors to this evaluator study, could be described as such exceptions. In selecting the cases, the Evaluation Use Project explicitly sought situations in which there was substantial evaluator - program involvement. Perhaps as a result, situations may have been chosen in which "program" (i.e., integrated, group) activity was stronger than usual and in which evaluation information use was therefore more likely.

Evaluation offices could target their efforts to such exceptional cases. If they chose to do so, it would be wise to let schools take the initiative in seeking out evaluation assistance, although the evaluation office might "advertise" the services available. Adopting a "hard-sell" approach or forcing evaluation attention on a school could backfire: schools might harden their resistance to outside inspection. School districts might consider offering incentives to schools to encourage meaningful evaluation use (e.g., additional support services), but this would have to be approached very cautiously to avoid ritual school compliance simply to obtain extra funds or support.

Unfortunately, Option 1 is at cross purposes with the common legislative intent to evaluate every funded



program. There is substantial room for maneuver within regulatory guidelines, however, and school districts might adopt a base level evaluation program which complies with regulations but makes minimum demands upon the local schools. Above this base, special services could be provided upon school request. Information from the base level work could constitute the formal evaluation reported to outside agencies. Special services could be provided in a more confidential, closely held manner.

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Nevertheless, this is a problematic compromise because imposing even limited evaluation on every school can promote a "compliance" attitude that colors all other evaluation efforts. In addition, schools appear to label a variety of external demands as "evaluation" (Alkin et al., 1980). The aggregate external demand today (in surveys to be completed, guidelines to be followed, inspections, etc.) may be high enough to generate widespread negative attitudes and resistance even if base-level formal evaluations of specially funded programs are conducted.

#### Stimulating Greater Program Coordination

Whereas the preceding approach takes schools as they are, the next three options propose to intervene to increase levels of program planning and coordination.

Option 2. Improve the quality, relevance, and understandability of evaluation information, creating "highly useful" information which will

command attention and use.

The rationale for this option is the belief that if better evaluation information were developed and delivered to school districts and individual schools, then the information would capture staff interest and stimulate schools to review and improve their programs. Quite frankly, I doubt that this option has much chance of success given school attitudes toward evaluation and the paucity of schoolwide instructional planning. David

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(1978) argues a similar point:

...any approach that focuses exclusively on the information contained in the evaluations...cannot by itself significantly affect local use of evaluation. Instead, changes in the evaluation designed to increase local utilization must address the underlying reasons for lack of use, including individual attitudes and beliefs about the program and evaluation. (p. 42)

Incorporating evaluation information into planning and decision making is not an automatic process, yet it is one in which local staff have received little if any training. (p. 43)

Another related option is to intervene more directly into the operational system of the schools to encourage planning, assessment, and coordinated school action.

Option 3. Introduce into the schools, organizational innovations which would make their activities more "rational" and integrated and would create an environment more hospitable to systematic information collection and use.

The Metro effort to introduce an Ongoing Planning & Evaluation Committee structure into the schools is an example of this approach, but the intervention need not

come from evaluators nor need it be directly tied to "Evaluation." For example, an innovation like Wisconsin's IGE (Individually Guided Education) plan, which involves team teaching and collegial decision making, attempts to restructure the technical work of the schools; it can create a greater market for systematic assessment information, as one of our early CSE case studies documents (see Alkin et al., 1979, Ch. 4).

Significantly, such innovations need not open school work to greater public scrutiny. Indeed, in the case of IGE, the individual school is able to hold information within its own boundaries: the innovation does not attempt to increase coordination between school and district administration. This raises an important point. If within-school coordination and planning are stimulated, that may create a potential market for evaluation information. To exploit that market, however, evaluators may have to assure schools of a confidential working relationship -- a relationship that may be difficult to write into formal evaluation policy.

In summary, I would argue that while Option 3 is appealing in its directness and should be pursued, no one should underestimate the difficulty of the task or the strength with which school behavior may resist such change. Such organizational innovations may increase collegial decision making only incrementally (Packard et

al., 1978). And studies of educational change suggest that external agents cannot confidently expect to impose their goals and values on implementors; innovations are likely to be significantly transformed during implementation (Farrar et al., 1980). The "change agent" skills of those seeking to guide schools into more integrative technical activity will surely be taxed.

A middle ground between the preceding strategies might be to align evaluation with latent forces for coordination and control, providing them with information and assistance to strengthen their position within the schools. Thus:

Option 4. Evaluators might concentrate their efforts on "program directors," "program coordinators," "program advisers," etc., who may be able to influence school activity through vigorous personal initiative.

For example, the Metro Comp Ed evaluators did seem to work most closely with on-site program coordinators within individual schools and with program "advisers" attached to the central office. The on-site coordinators did not control classroom activity but rather handled a variety of "externals": purchasing materials; arranging for staff development; and managing required testing, recordkeeping and report writing. Some coordinators, however, appeared to be personally influential within their schools; evaluation information or assistance provided to them could affect school operations and might help to

consolidate their influence.

In Metro, however, this focus on coordinators is being questioned. The Comp Ed evaluation unit is trying to secure more involvement from principals in its Ongoing Planning & Evaluation innovation, and the E & T Director's evaluation proposals focus more on work with classrooms and teachers. It may be that these program staff positions are inherently too weak a springboard for instructional coordination and controls; they may be squeezed out by teacher authority over classrooms and principal authority over non-instructional, school-wide issues.

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#### Targeting Evaluation to Teachers

Option 5. Evaluation may be focused on teachers rather than administrators. Teacher information needs may be given primacy; evaluation might be decentralized and "distributed" to classrooms; or both.

This option accepts teachers' current status as "sole practitioners" with primary control over classroom processes. One tactic would be to try to develop evaluation and testing services which:

...will help teachers solve pressing day-to-day problems, e.g., how best to group pupils for instruction, how to diagnose learning difficulties, how to enhance pupil learning so that the teacher can "cover the material" and win psychic rewards from the pupils and supervisors. (Bank & Williams, 1980, p. 39)

This could be realized either by developing a teacher-oriented test and evaluation package that would

then be applied to all the classrooms in a school or district, or by individually tailoring mini-evaluations for each classroom. There are tradeoffs associated with either choice. Besides being costly, individual mini-evaluations would threaten the classroom boundaries which teachers seem to value so highly. Such evaluations would have to be cleverly designed to minimize classroom intrusion and interruption, and teachers would have to foresee some significant gain from participating.

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A widely applied teacher-oriented test and evaluation package could be produced at lower cost, although the diversity and idiosyncrasy of classroom teaching would create design problems. Teacher burden would have to be minimized with this method just as with the mini-evaluations. Nevertheless, curriculum-embedded or other instructionally relevant assessment may potentially be accepted and used by teachers, providing that they are involved in test design and that assessment meets practical teaching needs (Yeh, 1978; Alkin et al., 1979).

Evaluation and testing personnel might concentrate first on such assessment plans, since teachers are accustomed to testing and since assessment might be carried out without the classroom intrusion that both teachers and evaluators often wish to avoid. Moreover, if E&T personnel custom-tailored an assessment for a school or set of grades within a school, then opportunities could

be structured for teachers to work together to help in its design; these teacher interactions would be a step toward greater instructional coordination. Obviously, though, teachers cannot be expected to donate time to a dubiously useful task: incentives and "released time" would be required; and districts would be wise to proceed cautiously, making certain that the initial attempts were successfully carried through and truly useful.

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User-Focused Evaluation: An Amalgam

In Chapter 1, I wrote of the CSE Evaluation Use Project's emergent recommendation for a "user-focused" approach to evaluation. The approach outlined involved a tight, responsive focus on the carefully identified concerns of specific local program personnel. It also recommended frequent intercommunication and interaction between evaluator and client(s), adaptable methods, and participatory evaluation planning, execution, and analysis.

The user-focused approach can be seen as an amalgam of two of the preceding options. The tight focus on specific personnel close to the program is actually related to Option 4, since our expectation was that these would be program level administrators. The administrators' information needs were to be identified through probing discussions and then responded to so as to produce the most relevant, credible, and "useful"

information available -- as in Option 2, but perhaps with a more diligent, interpersonal approach than the description of that option suggests.

Unfortunately, this amalgam is no better than its constituent parts. The fundamental deficiency is that in the school organization as I have described it, program managers simply may not often have "evaluable" information concerns. That is, instructional decisions are not likely to be a major managerial concern, at least in routine circumstances, even though evaluators might feel most comfortable with instructional questions. And managers may not think they need additional information about many of their routine decision concerns (e.g. personnel assignments, etc.). Thus, managers may not present a real market for the kinds of information that evaluation is most suited to produce.

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It could be argued that the user-focused evaluator should simply shift his or her attention to teachers. However, the highly participatory evaluation we contemplated is unsuited for use with individual teachers: they would almost certainly be too busy with other tasks. The evaluator could attempt to work with a teacher committee, thereby distributing the time commitment across the group. However, the literature suggests that teachers are not routinely given to group planning and coordination.



In fact, user-focused evaluation seems most suited to Option 1, where it can be used to guide the evaluator's work with "exceptional" cases where the school or program either is already planning and coordinating instruction, or else is on the verge of doing so. User-focused evaluation could be a guide to effective evaluative action in such an environment, but it is a doubtful panacea for the evaluation ills of the schools.

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#### Conclusions and Recommendations

The research analysis has clearly delineated the problems facing school program evaluation, so these remarks will be brief. The major conclusion of this study has been that fundamental organizational characteristics of schools are the predominant constraint on program evaluation activity and information use. In particular, school organizations delegate instructional decision making to teachers and shield their instructional work from close scrutiny. The attitudes of school personnel -- including, at times, the attitudes of staff evaluators -- rationalize and sustain this protection of the schools' technical activities.

In this environment, where administrative personnel have little need for information about instructional processes and outcomes, there are organizational advantages to evaluation avoidance. Formal evaluation activity is likely to be controlled and minimized. Those

insiders who wish to pursue program improvement goals may channel their efforts into informal, partially covert, activity.

The implications are somber for program evaluation and other "program improvement" efforts. I have reviewed several action alternatives. Some have merit, but all have potentially serious limitations. I would hesitate to endorse any one of them as the appropriate course of action. Rather, I believe school decision makers should examine these options, and others, cautiously and pragmatically in the light of their own specific organizational circumstances.

There are, however, a few recommendations which can be made. First, I recommend that evaluation initiatives be screened with a kind of "evaluation impact assessment." This might include examining the "evaluability" (Rutman, 1980) of the program or practice proposed for evaluation: i.e., can a meaningful evaluation of the program be carried out, given social- organizational- political realities? And it would certainly include an assessment of the direct and indirect evaluation costs weighed against the evaluation's likely uses and benefits. I recommend that these impact assessments be formally required of federal and state evaluation proposals, with impacts at each system level -- classroom, school, district, state and federal -- clearly analyzed. Local

evaluation initiatives should be reviewed using the same considerations, albeit through less formal mechanisms. Only those evaluations which promise benefits outweighing their total costs should be approved. It makes no sense to fan the fires of school resistance by asking for evaluation activity that serves little purpose.

Second, evaluator training should include an examination of organizational and other contextual influences upon evaluation and instruction planning. If

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evaluators begin to look more carefully for contextual influences upon their work and the reception it is given, then they will certainly stand a better chance of finding ways to cope with the evaluation environment productively.

To promote this sensitivity to context, evaluator training -- which is often dominated by research and statistical studies -- should include studies of school organizational behavior and of the actual, as opposed to theoretical, roles played by teachers, principals, central administrators and advisory staff. Even a quite brief internship in the "client" side of school practice -- e.g. serving as a classroom aide or as a school administrator's assistant -- would pay handsome dividends for those planning careers in evaluation.

Finally, I strongly recommend research on school district initiatives to link evaluation and testing more productively with instruction. Studies, such as this

Evaluator Field Study, which examine routine school circumstances can readily identify the obstacles to evaluation activity and influence. However, by examining school initiatives for change, we may discover innovative means to surmount these obstacles.

From the analysis, I am persuaded that successful changes are likely only through comprehensive school readjustments in procedures, incentives, and supporting resources. Such comprehensive action requires

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organizational commitment, not just individual concern. The literature suggests that this organizational action would be atypical, yet there is evidence that some school systems do make the effort (Bank & Williams, 1980). Researchers should explore the reasons why a school district might make such a commitment; and they should examine whether it is appropriate and productive for outside agencies to try to encourage such action.

Research should also examine the "career" of any innovative effort to link evaluation and instruction. What was the initial plan? What transpired when the plan was implemented? What adaptations had to be made? What supports or inducements had to be offered? These are all questions to be pursued. And, of course, one must ask if the innovation succeeded in its goals, and if it was sustained by the organization.

Some research along these lines is now under way (for example, by the Huron Institute and the UCLA Center for the Study of Evaluation); additional studies should be undertaken. As the results from such studies emerge, we may learn more about ways to change the organizational status quo, which now seems so antithetical to evaluation. We may then be able to offer confident recommendations to the schools.

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APPENDIX A

THE USING EVALUATIONS FRAMEWORK

## FRAMEWORK FOR ANALYZING EVALUATION SITUATIONS\*

### Category 1: Preexisting Evaluation Bounds

- Property 1.1 School community conditions
- Property 1.2 Mandated bounds of an evaluation
- Property 1.3 Fiscal constraints
- Property 1.4 Other nonnegotiable requirements

### Category 2: Orientation of the Users

- Property 2.1 Questions or concerns about the program
- Property 2.2 Expectations for the evaluation
- Property 2.3 Preferred forms of information

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### Category 3: Evaluator's Approach

- Property 3.1 Use of a formal evaluation model
- Property 3.2 Research and analysis considerations
- Property 3.3 Choice of role
- Property 3.4 User involvement
- Property 3.5 Dealing with mandated evaluation tasks
- Property 3.6 Rapport
- Property 3.7 Facilitate and stimulate the use of information

### Category 4: Evaluator Credibility

- Property 4.1 Specificity
- Property 4.2 Changeability

### Category 5: Organizational Factors

- Property 5.1 Interrelationship between site and district
- Property 5.2 Site-level organizational arrangements
- Property 5.3 Other information sources
- Property 5.4 Teacher and staff views
- Property 5.5 Student views
- Property 5.6 Costs and rewards

### Category 6: Extraorganizational Factors

- Property 6.1 Community influence
- Property 6.2 Influence of other governmental agencies

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\* From Alkin, M.C., Daillak, R., & White, P. Using Evaluations: Does Evaluation Make a Difference? Beverly Hills, California: Sage Publications, 1979.

Category 7: Information Content and Reporting

Property 7.1 Substance

Property 7.2 Format

Property 7.3 Information dialogue

Category 8: Administrator Style

Property 8.1 Administrative and organizational skills

Property 8.2 Initiative

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APPENDIX B

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OBSERVATION FOCI

OBSERVATION FOCI

- 1.0 Miscellaneous Evaluation and Testing Duties
- 2.0 Misc. Comp. Ed. Duties
  - 2.1 Liason Visits
  - 2.2 Testing Services
  - 2.3 Ongoing Planning and Evaluation
  - 2.4 Needs assessment
  - 2.5 School plans
  - 2.6 Mock reviews
  - 2.7 State Program Quality Reviews
- 3.0 Child Service Program Duties
  - 3.1 Liason Visits
  - 3.2 State Preschool Evaluation
  - 3.3 MH/SS Survey
  - 3.4 Contextual constraints
  - 3.5 ~~Other data collection activities~~

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- 4.0 PLPSS Duties
  - 4.1 Pupil testing
  - 4.2 Other data collection activities
  - 4.3 Evaluating staff meetings
- 5.0 Evaluation Work Tasks
  - 5.1 Learning one's job
  - 5.2 Attending staff meetings
  - 5.3 Planning and designing evaluation efforts
  - 5.4 Preparation activities
  - 5.5 Interactions
    - 5.5.1 Exchanging information
    - 5.5.2 Making recommendations
    - 5.5.3 Building relationships
  - 5.6 Collecting evaluation data
  - 5.7 Analyzing evaluation data
  - 5.8 Reporting, formally or informally
  - 5.9 Giving public presentations
  - 5.10 Representing the E & T Office
  - 5.11 Giving misc. technical assistance
- 6.0 Special Topics
  - 6.1 Attitudes towards evaluation and testing
  - 6.2 Attitudes towards the evaluator
  - 6.3 Bilingual education issues
  - 6.4 Confidentiality
  - 6.5 Situations marked by conflict
  - 6.6 Evaluator's follow up activities
  - 6.7 The role and functions of evaluation
  - 6.8 Who initiates evaluation work?
  - 6.9 Who is involved? Who participates?
  - 6.10 Evaluation methodology
  - 6.11 Organizational constraints
  - 6.12 Regulations, Requirements, and Policies

- 6.13 Participants' roles
  - 6.13.1 Client roles
  - 6.13.2 Evaluator roles
- 6.14 (Open)
- 6.15 Sensitivity to clients
- 6.16 The use of forms, recipes, and other formal structures
- 6.17 Perceptions of evaluation success
- 6.18 Supervisors and supervision
- 6.19 The role of testing in evaluation
- 6.20 Timing and time constraints
- 6.21 Interpersonal relationships
- 6.22 "Compliance" issues
- 6.23 Especially significant individuals
- 6.24 Use of memoranda
- 6.25 Efforts to build evaluation capacity
- 6.26 Parents and the community in evaluation
- 6.27 "The Schools' Point of View"
- 6.28 The effects of positive vs. negative findings
- 6.29 Special evaluator characteristics

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- 7.0 Fieldwork issues
  - 7.1 Rapport
  - 7.2 Fieldworker's asides

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APPENDIX C

SPRING 1979 PLPSS EVALUATION REPORT

(Portions of this document have been excerpted  
or edited to preserve subject anonymity.)

Implementation Evaluation Report

Pre-Kindergarten Program  
for Racially Isolated Schools

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IMPLEMENTATION REPORT



## INTRODUCTION

### Background

[redacted] had experience with a school readiness instructional program when it was a part of the compensatory education program. The Early Childhood Education Program was designed to provide a base for children's future success in school by improving their self-reliance, and by extending the development of their verbal and listening skills. Evaluation of the early childhood program had identified positive effects on pupils in developing self-image, in creating good attitudes toward education, and in developing school readiness skills.

The student integration program [redacted] established a broad commitment to provide a comprehensive program of instruction in all curricular areas based upon the developmental need of students. Therefore, ~~the Board of Education~~ on January 29, 1979, mandated the implementation of the Preschool Language Program for School Success for pre-school age children in racially isolated minority schools.

### Goals of the program are:

The PLPSS will provide for pupils, ages 3.9 to 4.9 years, an opportunity to acquire and extend their vocabulary, their speaking and listening skills, and their pre-reading comprehension skills, all of which will prepare them for success in the regular school program and environment. The program will also include parent volunteer, parent education, and staff development components.

Some schools, where it is deemed appropriate and feasible, may exercise the option of an early admissions kindergarten program for the second semester for students who are of sufficient age.

### Description

During the spring semester of 1979, the PLPSS was implemented. The program consists of [redacted] classes. The classes vary in size from 10 pupils to the mandated maximum of 15 pupils. Some parents wanted to wait until the fall to enroll their children. In other schools where classes are at maximum enrollment, there are waiting lists for next fall's program.

### Program

The following guidelines were considered when implementing the PLPSS:

A. Enrollment

1. Enrollment should be for children whose ages are from 3.9 to 4.9 years.
2. Class enrollment should be limited to fifteen (15) students per group with one group attending a morning session and one group attending an afternoon session - a total of (30) students - (Table 1).

B. Program Time Frame

1. Class periods should be limited to two (2) hours per day (9:00 A.M. - 11:00 A.M.; 1:00 P.M. - 3:00 P.M.). Total instructional time is 240 minutes per day.
2. Each class will be in session four (4) days each week (i.e., Monday, Tuesday, Wednesday, Thursday, or Monday, Tuesday, Thursday, Friday).

C. Teacher and Aide Assignments

1. The pre-school teacher should be assigned to both an A.M. and P.M. session.
2. The instructional aide should be assigned to one, three-hour session.
3. Parent education teachers should be assigned to the Parent Education class through the Parent Education Office, Career and Continuing Education Division.

D. Parent Involvement

1. One (1) day each week will be used for parent-teacher staff development and conferencing, teacher-aide staff development, and instructional program planning.
2. Parent participation/observation should be encouraged during instructional program activities; community volunteer programs should be organized for each class.

Evaluation Strategy

The Spring 1979 evaluation report focused on program implementation. The Ber-Sil Language Test was used to gather baseline data for the evaluation of the Program and was administered by a school psychologist. The test participants were selected by means of a stratified random sample.

Additionally, questionnaires were used to survey teachers and aides as to their needs for staff inservice for the coming school year, 1979-80. Parents of participating children were also asked to respond to a questionnaire and write comments about their ideas for implementing the PLPSS.

The program implementation evaluation also includes Ber-Sil Language Test Summary, Observation of classrooms, and interviews with teachers, principals, and Regional Instructional Coordinators.

### Test Summary

The [redacted] Program evaluation had as its goal program implementation. One-hundred test participants were selected by stratified random sample. The demographic data [redacted] indicated a need to test the children in either the Spanish or English language. The Ber-Sil Language Test was used for both the Spanish-speaking and English-speaking pupils and was administered by a school psychologist. The Ber-Sil Language Test measures the verbal ability of the child regardless of the language spoken. In this test, the child only needs to point to the appropriate picture if the meaning of the word is understood. Only the first 25 items in the above test were used since they represent a span of words known to children ages 4.0 to 5.0. Limiting the test items also provided more time for adult/child interaction before the test was given.

[redacted]  
When the results are analyzed by ages of pupil participants and by dominant ethnic groups, the data indicate that these pupils responded to the test items successfully 84 to 89% of the time (Chart 2). The children who were tested seemed to have acquired vocabulary skills, but they may need further testing to determine sentence structure and expressive, descriptive language ability.

During the time of classroom observation, very little expressive, descriptive language was observed between peers and adults and children and adults. The primary flow of language seemed to be adult to child with the child responding to adults.

This baseline data may also indicate a need for staff inservice for the purpose of definite language development and the various skills and concepts that must be taught. Teachers may see language development as a vocabulary-communication process and may not identify the specific skills and concepts for expressive and descriptive language development. The evaluation data also have determined that the ages of the children in the random sample are older than that prescribed by the Board of Education. This, in part, may explain the high success rate on the test. Because of the older ages of the children, consideration should be given to language development as it relates to pre-reading experiences, story telling, pre-writing, and spontaneous language experience.

**B E R - S I L L A N G U A G E T E S T**  
**MEAN TEST SCORES BY AGES OF BLACK AND HISPANIC PUPILS**

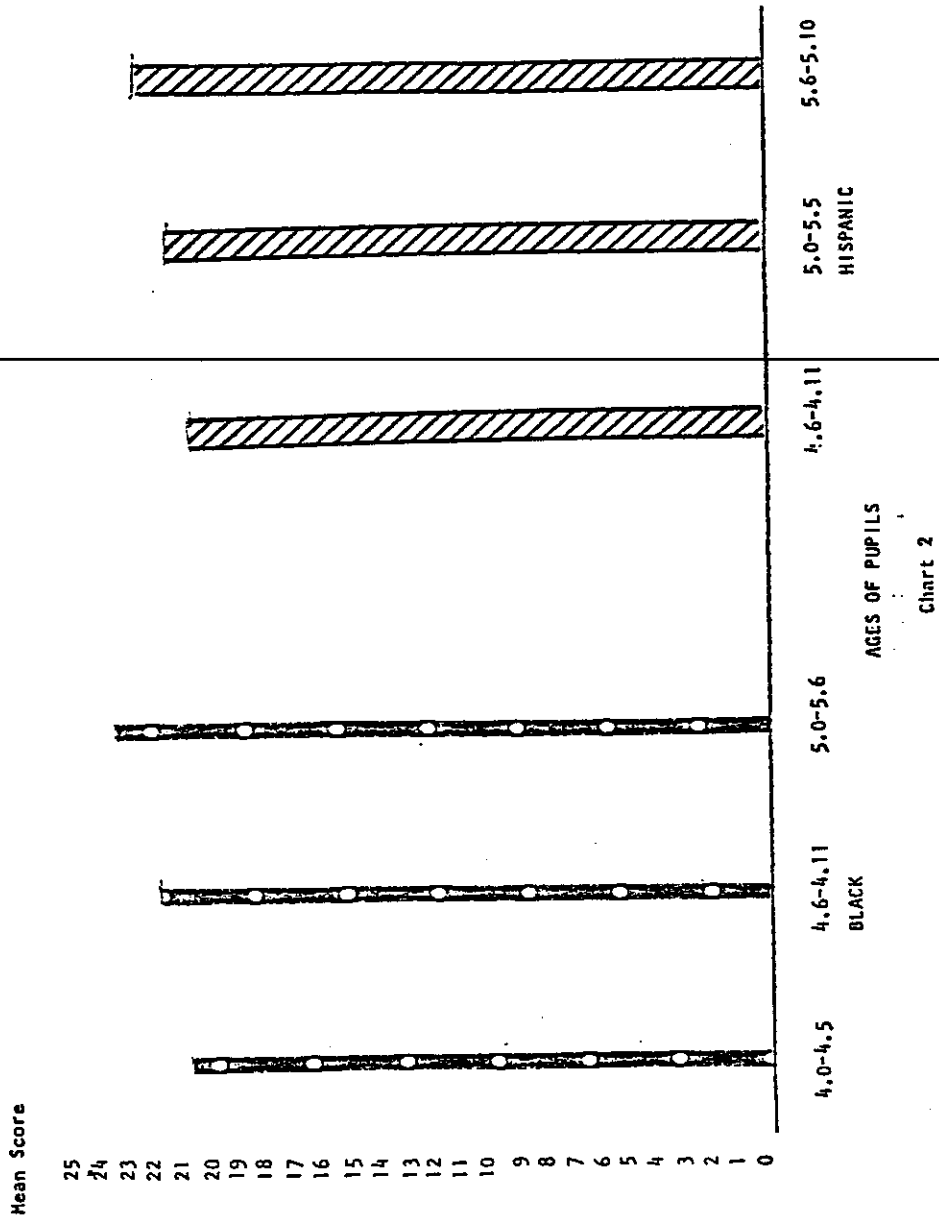


Chart 2

### Observation of the Program

Observations of [redacted] classes were conducted [redacted] between May 7 and June 6, 1979, during both the morning and afternoon class sessions. Criteria for observation are as follows:

Appropriateness of instructional items for teaching  
Classroom organization, management, and human interaction

The six classes selected for observation had various implementation dates. Four classes began operation in March; two of the classes started programs in May. The six classes were equipped with appropriate materials and appeared to have adequate supplies for the number of children attending the classes. Classroom organization, management, and teaching style were different from class to class. Half of the classes were structured and adult-directed; the other classes seemed child-centered and provided opportunity to explore activity centers and to interact spontaneously with peers. Teachers in mathematics settings were observed working on a one to one basis with children or in small groups of three or five children. Children working independently were also observed in both classroom environments.

Large group activities were generally limited to attendance taking, reading stories, and finger play. The dynamics of the small group activities were of special interest and afforded the observer an opportunity to view interactions among and between the children, their peers, and the adults in the classroom. Two observations warrant descriptions. The observations [redacted] represent the dominant ethnic groups in the minority racially-isolated schools.

The first observation [redacted] began as the teacher assigned children to small group activities. Thirteen children were present. The teacher had previously arranged and equipped the four activity centers. Center one had large rubber geometric shapes. Center two was a playdough center with flour, water, mixing bowl, mixing spoon, and rolling pin. All ingredients were pre-measured and placed orderly on the table. Center three was a counting table and provided opportunity for children to arrange large numbers. Center four was a grab-bag or mystery puzzle center. While the children remained seated on the classroom rug, they were asked which center they wished to choose. Hands flew up, and voices pierced the air. The teacher asked for quiet; then the children were assigned to centers. The aide worked with children at centers one, three, and four while the teacher directed the playdough center. Just as the activities began, the classroom door opened, and a child walked in. He was greeted warmly by his teacher, who asked how he felt. (He had been absent the day before). She did not wait for his response. She turned away from him and returned to the playdough center as the child answered "fine". The aide called to him and inquired about his health. She answered her own question as the child stared back at her. The aide assigned him to the number center. The other children were obedient and remained at their assigned places. Frequently they glanced to see what fascinating things were happening at the playdough center. Children who were assigned to the playdough center also sat obediently and watched the teacher mix the playdough. The teacher did not engage the children in discussion related to the various playdough ingredients. The children did not interact verbally with the teacher or their peer members.

One of the children (whom I shall call Mr. J) stands out from among the rest and was recognized as one of the children selected for testing. He remained at his assigned center ten minutes. He talked quietly to himself as he arranged the geometric shapes and designed patterns. He asked the aide what the names of the shapes were. The inquiry stimulated interest among two of the four peer members who were working at this center. They watched as the aide described the shapes and helped the child complete a new pattern. Mr. J announced that his pattern was a rocket. The aide called it a flower. The other children moved closer to observe. The aide turned away from the small group, and Mr. J began lecturing to his peer members about the rocket he had made. The other children, without verbal interaction, returned to their respective designs. Mr. J, finding no audience, moved on to the number center. He and another child talked about the numbers. Mr. J asked his classmate to hand him number seven. The child handed him the correct number. Mr. J said "not that one" and picked up number eight. His peer member ignored him and continued exploring the numbers on the table. Mr. J's exploration of the numbers lasted six minutes. He then moved to the grab-bag puzzle center and began talking to the teacher who had just joined the center after mixing the playdough. Although there were other children at the center, she and Mr. J talked at length about the various items. As she brought items out of the bag, she asked questions about each one. She did not allow time for the other children or Mr. J to guess or investigate what the items were. The teacher labeled each item. She then asked the children to identify the items by color. Mr. J quickly, loudly, and accurately named the colors, including identification of an item he said was peach color. The teacher seemed surprised by his answers, including the correct identification of the peach color. She rewarded him warmly with positive verbal responses.

The dominant method of communication during this half-hour observation period was adult to child--child as listener. Child/adult verbal interaction was minimal with adults quickly taking charge of the flow of the language. Peer/child exchange of verbal language was limited as was child to peer. Non-verbal language among the children was the dominant mode. Social interactions were limited, children appearing to display egocentric behavior.

The second observation was conducted [redacted] during an afternoon session. The observations began at 1:00 p.m. and concluded at 2:30 p.m. The dominant language spoken by the children, aide, and one of the teachers was Spanish. The other teacher who was present spoke only English. The classroom was a converted bungalow containing three separate rooms, and each room had been designated by the teaching team for a particular purpose.

Room A--social activities such as a large housekeeping corner, a grocery store, and a puppet center. The large area rug was used for dance or small group psycho-motor activities.

Room B--academic experiences, clay or playdough, cooking and painting or finger paints. The children arrived one by one or in small clusters escorted by parents, aunts, or older children. Attendance was taken by an

aide, who used an attendance check sheet. She stood with the Spanish-speaking teacher by the main entrance, and both greeted the children. The English-speaking teacher and her aide circulated among the rooms, assisting and supervising the children as they made various decisions related to the activity they wished to explore.

When all eighteen children had arrived, the teachers and aides directed the children to Room A and called the class to order with singing and finger play games. This activity was conducted in Spanish. The English-speaking teacher also greeted the children and encouraged the children to count with her in English.

Although the children were initially assigned to centers where they worked with a teacher or an aide, the children were given freedom to move to other areas as their curiosity directed them. The dominant flow of language was peer-to-peer. Adult-child language interaction was predominantly in small groups of two to five children or one-to-one. Adults were observed listening to children asking questions of other children, and time was provided for the children to respond. The English-speaking teacher worked with all the children who were communicating in English, and with the assistance of a bilingual aide, she also worked with Spanish-speaking children. An aide was observed recording the behavior and language of children who had chosen the grocery store activity. Children were not observed choosing to work alone in the centers. At 2:10 p.m. centers were orderly, and children were beginning to assemble in Room A on the classroom rug. Many of the children's parents had arrived about 2:15 p.m. and were gathered in small groups outside the door. The teachers sang a song with the children and then dismissed them to their families, calling each child by name in Spanish and English and bidding them goodbye in Spanish and in English. The children were dismissed, and the observation concluded at 2:35 p.m.

The observer, at the termination of the two observations, came to the following conclusions:

- Communications between teachers and pupils, and pupils and teachers need to be in complete sentences.
- Adults need to attend to a child's response time during verbal interaction.
- Children need to have many opportunities to use descriptive, expressive language.
- Children who are involved in small group activities need more stimulation and opportunity for spontaneous language.

#### PARENT EDUCATION OBSERVATION

Two parent education classes were observed, one class at [REDACTED] and the other at [REDACTED] Elementary School. The goals and objectives of the PLPSS and the value of positive home/school relationships were shared with the parents who attended the classes. Each parent education teacher explained the educational value

of the various learning centers in a pre-school classroom and discussed with parents how children learn through a variety of experiences. The parent education teachers discussed the parents' role as educators of their children and encouraged parents to read and talk with their children as often as possible. The importance of listening to their children was a major topic for one of the parent group discussions.

Parents who attended the [redacted] Elementary School parent education class were introduced to the school specialist, the bilingual coordinator, the school nurse, and the school psychologist. Each one discussed his special area of service. The [redacted] parent education class was conducted in Spanish. Fifteen parents were in attendance.

The parent education class at [redacted] Elementary School was conducted in small groups where parents discussed establishing positive parent/child relationships. Particular emphasis was given to oral language development, T.V. watching and reading. There were twenty-five parents in attendance. Five of the parents were Spanish-speaking. An aide who was bilingual assisted the parent education teacher.

Both parent education classes appeared well organized and had well defined program goals and objectives. Parent education teachers, aides, and parents expressed enthusiastic support.

#### Interviews

The interview period began in April and concluded on June 6, 1979. [redacted] R.I.C.s (4), principals (4), and teachers (4) responded to the following questions:

Were there difficulties in obtaining materials and equipment for the School Readiness Language Development Program?

The [redacted] R.I.C.s who were interviewed had worked closely with the schools and assisted the principals in acquiring the needed materials. Many of the schools had had pre-school programs in previous years and had immediate access to appropriate pre-school classroom materials. The [redacted] Program budget provided additional monies for supplies and equipment. When the question of logistics was asked of principals and teachers, they responded favorably and indicated that materials and equipment were obtained easily. Teachers assessed the equipment as appropriate for the children in their classes.

Have auxiliary services (health and dental) been available for this program?

R.I.C.s and school Principals [redacted] responded "yes" to this question. However, due to the lateness of the [redacted] implementation, children will receive these services during this school year on an "as needed" basis. Children were checked prior to enrollment for current immunizations. [redacted]



[redacted] beginning next school year (1979-80), they plan to provide some auxiliary services for the children [redacted]

What plans have been made for program implementation for school year 1979-80?

Administrators [redacted] who were interviewed regarding this question indicated a strong desire to organize and provide for program activities. One of the principals described a plan to be implemented during next school year. The plan includes rotation of older pre-school children to the kindergarten and younger kindergarten children to the pre-school. An ESL class will also be available as part of the program for both the FLPSS [redacted] and kindergarten program. The teachers indicated that the children would benefit greatly from this team approach and look forward to next year.

Two RICs [redacted] have been working on program management systems which will provide for:

- program articulation with kindergarten classes
- [redacted] staff development
- [redacted] parent education inservice
- a communication network for teachers to obtain additional resources as needed

What concerns have surfaced during the Spring 1979 implementation [redacted]

Two [redacted] indicated concern that the [redacted] would become managed by the Central Office and perhaps not allow local staff the opportunity to design and implement a program responsive to their needs.

Two others [redacted] preferred to have decentralized management, but expressed a need to know more about the kind of language development program the Integration Office is requiring. Of the group interviewed, [redacted] one-hundred percent expressed a need to have a programmatic definition of language development.

The questions that follow were asked by directors of instruction, principals, and teachers:

- Although the FCE Program Guide is currently used [redacted] will a committee be formed to write a curriculum framework for language development?

- Will the Program be evaluated?
- What evaluation design will be used?
- Who will plan the evaluation?
- Will the design be responsive to the various languages spoken in [redacted]
- Will the PLPSS need to respond to the language requirements in State and Federal law?
- Will the teacher be able to return early in the fall for orientation and staff inservice?
- What records should be maintained on the child for evaluation?
- Who will plan and provide for staff development?
- Will there be a coordinated effort [redacted] to organize a curriculum and staff development thrust?

Questions continued:

- Can a pre-school child [redacted] be retained?
- What procedures are there for retaining children?
- What does this program hope to achieve?
- To whom are the [redacted] responsible?
- What if the children enrolled in the program are older than 4.9 years of age, but not yet ready for kindergarten?
- What are the regulations regarding pre-school children that must be supervised while the children are enrolled [redacted]

All those interviewed [redacted] suggested consultants from colleges or universities assist [redacted] in establishing a curriculum framework. [redacted] Some of the teachers indicated a need to have staff inservice related specifically to parent education.

Although the teachers were positive about the May 11, 1979, staff inservice [redacted] they felt that many questions remained unanswered. Of particular concern to them was a lack of communication with other teachers. [redacted] The teachers also expressed a need for clear, definitive program guidelines.

#### Staff Development Questionnaire

The [redacted] in its organizational plan provides for staff development. On Friday, May 11, the first staff meeting was held for teachers, [redacted] and principals. [redacted] Coordinator of the School Improvement Program, and her staff conducted pre-kindergarten program development workshops in the following content areas: music and rhythm instruments, art forms, experiences in oral language expression, acquiring equipment for enhancing language development, techniques of classroom management, and conducting parent education programs.

At the conclusion of the staff meeting, teachers were asked to evaluate the one-day staff inservice. The following are representative of the comments made on the evaluation questionnaire:

- I needed more time for questions and answers.
- I need to know more about teaching a parent education class.
- How do you recruit the parents?
- How do you recruit more children for the pre-school class?
- I would like workshops where we can make materials and games for our classes.
- I need to know more about managing my classroom and preparing the room environment.

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Additional questionnaires were given to teachers and instructional aides for the purpose of assessing inservice needs for school year 1979-80. Of the teachers who received the questionnaire, 100% responded. Of the instructional aides who were given questionnaires, 89% replied. Tables 3 and 4 which follow summarize their responses.

TABLE 3

Teacher Ideas about Staff Development  
for School Year 1979-80  
(by Project Participants)

NUMBER OF RESPONDENTS = 200	PERCENTAGE OF RESPONSE		
Areas in which staff development can help improve my awareness of the preschool child.	I know quite a bit, and I do not feel a current need to learn more.	I know some, but I could certainly benefit from knowing more.	I do not know very much; I definitely have a need to learn more.
1. Physical Development - develop physical balance and coordination?	18%	40%	42%
2. Social Development - develop a positive attitude about school and self?	20%	33%	47%
3. Language Development -Oral Expression -Receptiveness -Following Directions	18%	40%	42%
4. Classroom Management -Arranging the environment -Maintaining positive discipline -Maintaining positive teacher/ aide relationships	15%	40%	45%
5. Parent Education -developing positive home/ school relationships -assisting the parent in helping teach his child at home.	6%	44%	50%
6. Articulation with the kindergarten program -working with kindergarten teachers -communicating preschool program goals and objectives -preparing the preschool child for kindergarten	22%	35%	43%

TABLE 4

Instructional Aides Ideas about Staff Development  
for School Year 1979-80

(by Project Participants)

Areas in which staff development can help improve my awareness of the preschool child.	PERCENTAGE OF RESPONSE		
	I know quite a bit, and I do not feel a current need to learn more.	I know some, but I could certainly benefit from know- ing more.	I do not know very much; I definitely have a need to learn more.
1. Physical Development - develop physical balance and coordination?	2%	40%	58%
2. Social Development - develop a positive attitude about school and self?	6%	32%	62%
3. Language Development -Oral Expression -Receptiveness -Following Directions	3%	37%	60%
4. Classroom Management -Arranging the environment -Maintaining positive discipline -Maintaining positive teacher/ aide relationships	-0-	39%	61%
5. Parent Education -developing positive home/ school relationships -assisting the parent in helping teach his child at home.	5%	34%	61%
6. Articulation with the kindergarten program -working with kindergarten teachers -communicating preschool program goals and objectives -preparing the preschool child for kindergarten	-0-	34%	66%

SPRING, 1979

Parent Questionnaire

The [redacted] provides for parent education and encourages parent participation. [redacted] letters were sent to parents whose children are participants in [redacted]. Of the total number of letters sent to parents, 420 responded to the questionnaire. Of the parents responding to the specific questions:

"Have you visited your child's pre-school class?"  
74% - said YES                      26% - said NO

"Would you like to help in your child's classroom next year?"  
83% - said YES                      17% - said NO

Parents were provided the opportunity to respond to open-ended statements. The following are representative of their responses:

"A pre-school program should teach my child the following:"

- 1 - Teach my child how to get along with other children of different ethnic backgrounds.  
Teach him the basic ABC's.  
Teach him shapes, counting, and to like reading.
- 2 - I want my child to get along with other children.  
Learn to communicate his thoughts and ideas.

Part of the [redacted] Program I liked best:

- Teachers working with and teaching children in small groups
- Children being taught individually
- I liked watching the children singing and listening to music
- Teachers allowing the children to cut their own pictures and shapes
- I like the program because it is good for my child
- As a mother, I think this program is very worthwhile for my child
- Next year I plan to help the teacher and the aide

Parts of the [redacted] Program I would like changed:

Of the parents who responded, no one indicated a need for change. The parent letter was translated into the Spanish language, and comments made in Spanish are represented in the analysis above. The majority of parents who responded indicated that they were pleased with the [redacted] and hoped the program would continue.

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CONCLUSIONS AND RECOMMENDATIONS

### Conclusions

During the spring of 1979, the [redacted] Program was successfully implemented. Test data on the [redacted] pupils selected by means of stratified random sample indicated these factors. Children demonstrated that they had developed good vocabulary skills as they had tested within the expectancy levels for their ages on the Ber-Sil Language Test. Evaluation enrollment rosters show the age range of the pupil participants to be 4.0 to 5.10 years of age.

Teachers and instructional aides found that program implementation went smoothly. Supplies and classroom materials were provided and arrived on time. Teachers and aides have indicated a need for staff inservice next year to cover major areas of early childhood education. Parents who have visited classrooms and who have participated in the parent education program reported that they are very pleased [redacted] and expressed a desire for the program to continue and grow.

School site administrators and R I C s [redacted] were successful in the administration of this program. Teachers and administrators have expressed concern about the current organizational structure, indicating a desire for program definition, and the need for clarity of administrative function and leadership.

### Recommendations

The following recommendations are summarized from the evaluation findings and conclusions stated above. These recommendations are presented as directions for further program organization and development.

#### Program Guidelines

- Administration and program coordination responsibilities need to be specified [redacted]
- Health and auxiliary services for the [redacted] participants need to be specified.
- Legal questions need to be answered relative to retention of pupils and compliance with State and Federal guidelines for language testing and program development regarding bilingual education.

#### Program Participants

- Evaluation enrollment rosters show the age range of the pupils to be 4.0 to 5.10 years of age. These children have gained good vocabulary skills, but seem to need a program related to pre-reading experiences, story telling, pre-writing, and spontaneous language experiences.



#### Staff Development

Teachers and aides have requested an on-going staff inservice based upon their assessed curricular needs. Although staff members are requesting inservice in early childhood education, it is recommended that this inservice be directed to the older pre-school child with emphasis and encouragement given to kindergarten and bilingual program articulation.

It is further recommended that the program evaluation, curriculum development, and staff inservice be a coordinated effort. Teachers have expressed a desire to work by committee and want to be involved in program coordination. Staff have expressed a desire for the program to be better organized and defined and for leadership to be more visible.

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#### Parent Education and Involvement

Teachers would benefit from inservice related to teaching parent education classes. It is recommended that there be clear, definitive program guidelines as to who should conduct the parent education programs, and as to who should prepare teachers to teach parent education and conduct parent involvement programs.

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APPENDIX

Percentage of Racial and Ethnic Distribution by Project

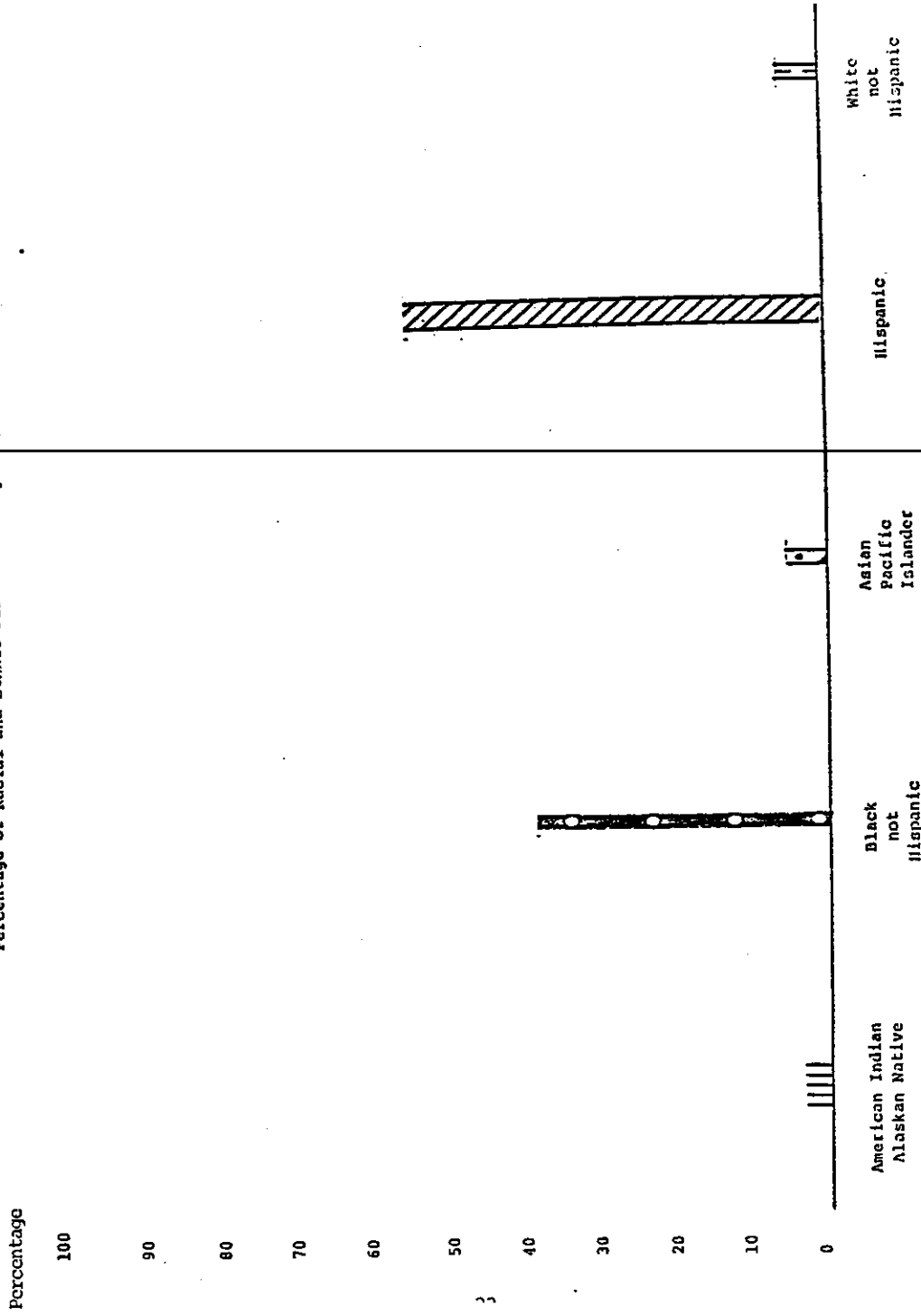


Chart 4

#### BER-SIL LANGUAGE TEST

The Ber-Sil Language Test is designed to evaluate individually the Spanish-speaking, bilingual, or English-speaking child. The test is structured for pre-school kindergarten through secondary. The Ber-Sil is a quick screening device to aid the examiner in determining the level of functioning of the child in his own language. All necessary directions and vocabulary are on tape. The entire test can be administered in 30 minutes, with complete assessment and results within one hour.

---

The test consists of three parts:

- Section I Vocabulary
- Section II Action responses to directions
- Section III Visual-motor activity

This test can assist the examiner in determining the direction for further program development.

) Observations of Classes (

[REDACTED] classes were observed [REDACTED] between May 7, 1979 and June 6, 1979. The purpose of the observations were to report on the implementation of the [REDACTED] Criteria for observations included the following:

-Classroom Organization

- Large group activity centers
- Small group activity centers
- Individual activity centers

-Human Interaction

- 
- Adult/Child, child as listener
  - Child/Adult, adult as listener
  - Adult/Child, non-verbal
  - Child/Peer, peer as listener
  - Peer/Child, child as listener
  - Child/Peer, non-verbal

-Appropriateness of Instructional Items for Teaching

- )
- Physical Development
  - Social Development
  - Language Development
- (

- Oral Expression
- Receptiveness
- Following Directions

[REDACTED]  
NEEDS ASSESSMENT

[REDACTED] School \_\_\_\_\_ Date \_\_\_\_\_

Position:

Teacher \_\_\_\_\_ Aide \_\_\_\_\_

Education: (Teacher & Aide)

High School Diploma \_\_\_\_\_ AA Degree \_\_\_\_\_ BA Degree \_\_\_\_\_ MA Degree \_\_\_\_\_

Credentials or Certificates: \_\_\_\_\_

Teaching Experiences:

Preschool \_\_\_\_\_ Kindergarten \_\_\_\_\_ Grades Taught \_\_\_\_\_

While it is not possible to determine the priority of staff development needs for next year until student needs are officially known, we would like to get a good start by finding out where you feel we are at this time.

Below are some areas in which staff development can help teachers and aides to (1) better understand the school program, and (2) become more effective teachers.

Please indicate the need you feel you have by marking the column which comes closest to describing your present need.

Areas in which staff development can help improve my awareness of the preschool child.	I know quite a bit, and I do not feel a current need to learn more.	I know some, but I could certainly benefit from knowing more.	I do not know very much; I definitely have a need to learn more.
1. Physical Development - develop physical balance and coordination?			
2. Social Development - develop a positive attitude about school and self?			
3. Language Development - Oral Expression - Receptiveness - Following Directions			

Area in which staff development can help improve my awareness of the preschool child.	I know quite a bit, and I do not feel a current need to know more.	I know some, but I could certainly benefit from knowing more.	I do not know very much; I definitely have a need to learn more.
<b>4. Classroom Management</b> - Arranging the environment - Maintaining positive discipline - Maintaining positive teacher/aide relationships			
<b>5. Parent Education</b> - developing positive home/school relationships - developing positive parent volunteer relationships - assisting the parent in helping teach his child at home.			
<b>6. Articulation with the kindergarten program</b> - working with kindergarten teachers - communicating preschool program goals and objectives - preparing the preschool child for kindergarten			

After you have completed this form, please return it to the project evaluator in the attached envelope by May 18, 1979, in the school mail. Thank you for helping [redacted]

Dear Parents:

We are pleased that your child is in the [redacted]. We would like you to answer the following questions and make comments about the preschool program. Your answers and ideas will help us plan the best possible educational program for your child.

After you have completed this form, please return it to the project evaluator in the attached envelope by May 18, 1979 in the school mail. Thank you for helping with the [redacted] evaluation report.

Month/Day/Year

Child's Name \_\_\_\_\_ Birthdate \_\_\_\_\_ School \_\_\_\_\_

Which language did your son or daughter learn when he or she first began to talk?

English \_\_\_\_\_ Spanish \_\_\_\_\_ Other, please indicate \_\_\_\_\_

Do you have other children in the home? girls \_\_\_\_\_ their ages \_\_\_\_\_ boys \_\_\_\_\_ their ages \_\_\_\_\_

1. Have you visited your child's preschool class? . . . . . Yes No

2. Were you invited by:

- School Principal . . . . . Yes No
- Teacher . . . . . Yes No
- Aide . . . . . Yes No
- Friend . . . . . Yes No

3. Have you helped in your child's class? . . . . . Yes No  
If yes, what were the ways you helped?

- children with their lessons . . . . . Yes No
- making learning materials . . . . . Yes No
- paper work (helping the teacher) . . . . . Yes No

4. Would you like to help in your child's classroom next year? Yes No

5. Planning a school program for school year 1979-80, is a exciting experience. Please help us with these new plans by telling us what you think is the best preschool program for your child. Write your comments on the reverse side of this paper.



1. A preschool program should teach my child the following:

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2. Parts of the [redacted] preschool program I liked best were:

3. Parts of the [redacted] preschool program I would like changed are:

[REDACTED]

Office of the Assistant Superintendent, Instruction

February 1, 1979

SUBJECT: Preschool Language Program for School Success  
FOR ELEMENTARY SCHOOLS

- I. Background
- II. Purpose
- III. Allocation of Personnel/Resources
- IV. Program Guidelines
- V. Suggestions for Utilization of Personnel

I. BACKGROUND

In the student integration program [REDACTED] the District established a broad commitment to provide a comprehensive program of instruction in all curricular areas based upon the developmental needs of students, District instructional programs, and curricular and/or graduation requirements. Evaluations of programs for early entrance of students in pre-regular school instructional activities have identified the positive effects of these programs on student self-image, attitudes toward education, and development of pre-school readiness skills. The District has had experience and success with the pre-kindergarten instructional program with emphasis upon language development when it was funded under the compensatory education program structure.

II. PURPOSE

The [REDACTED] will provide for students, ages 3.9 to 4.9 years, an opportunity to acquire and extend vocabulary, listening and speaking skills, and pre-reading comprehension skills which will prepare them for success in the regular school program and environment.

III. ALLOCATION OF PERSONNEL/RESOURCES

A. Personnel

- (1) Teacher, Language Development (regular assignment)
- (2) Aides, Education III (limited to 3 hours)
- (5) Hours, Adult Teacher (per assigned teacher)

B. Resources

Instructional Material Account (4170) per teacher  
(supplies and nutrition)

February 1, 1979



IV. PROGRAM GUIDELINES

The following general guidelines should be considered when planning the language development program.

- A. Enrollment should be limited to children whose ages are from 3.9 to 4.9 years.
- B. Class enrollment should be limited to fifteen (15) students per group with one group attending a morning session and one group attending an afternoon session (total of 30 students).
- C. Class periods should be limited to two (2) hours per day (9:00 A.M. - 11:00 A.M.; 1:00 P.M. - 3:00 P.M.).
- D. Each teacher should be assigned to both an A.M. and P.M. session (total instructional time is 240 minutes per day).
- E. ~~Each class will be in session four (4) days each week (i.e., Monday, Tuesday, Wednesday, Thursday, or Monday, Tuesday, Thursday, Friday).~~
- F. One (1) day each week will be used for parent-teacher staff development and conferencing, teacher-aide staff development, and instructional program planning.
- G. Parent participation/observation should be encouraged during instructional program activities; community volunteer programs should be organized for each class.
- H. Only one (1) teaching station should be available for both A.M. and P.M. sessions (one classroom and one playground area).
- I. Daily attendance records should be kept for students' and parent participation.
- J. Nutrition should be a part of each day's instructional program.

V. SUGGESTIONS FOR UTILIZATION OF PERSONNEL

- A. Daily Schedule
  - A.M. Session 9:00 A.M. - 11:00 A.M. (120 Min.)
  - P.M. Session 1:00 P.M. - 3:00 P.M. (120 Min.)



February 1, 1979

B. Weekly Schedule

Monday Students/parents attend class  
 Tuesday Students/parents attend class  
 Wednesday Students/parents attend class  
 Thursday Students/parents attend class  
 Friday Parent/teacher staff development program,  
 teacher/aide staff development program,  
 instructional program planning

C. Class Organization

A.M.  
Session  
(2 hrs.)

CLASS NO. 1
(1) Aide
(15) Students

P.M.  
Session  
(2 hrs.)

CLASS NO. 2
(1) Aide
(15) Students

Teacher  
 (Provides instruction/supervision for all classes)  
 Pupil/Adult Ratio = 7.5:1

For assistance, please call.

APPROVED:

DISTRIBUTION: Selected Elementary Schools

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APPENDIX D

SPRING 1979 PLPSS EVALUATION

QUESTIONNAIRES AND INTERVIEW TOPICS

(Portions of these documents have been excerpted  
or edited to preserve subject anonymity.)

TEACHER AND AIDE IDEAS

Names \_\_\_\_\_ School \_\_\_\_\_  
 Positions: Teacher \_\_\_\_\_ Aide \_\_\_\_\_ Date \_\_\_\_\_ 19 \_\_\_\_

Ideas from the project staff at each school are important in evaluating the Program. Please answer the following questions; then make comments as appropriate. After you have completed this form, please return it to the project evaluator in the attached envelope by May 18, 1979, in the school mail. Thank you for helping.

Circle One Answer Only

Please rate these parts of the \_\_\_\_\_ instructional program for this school year only:

Poor Fair Good Very Good

Availability of instructional items for teaching

Physical Development . . . . .	1	2	3	4
Social Development . . . . .	1	2	3	4
Language Development . . . . .	1	2	3	4
- Oral Expression . . . . .	1	2	3	4
- Receptiveness . . . . .	1	2	3	4
- Following Directions . . . . .	1	2	3	4

Appropriateness of instructional items for teaching

Physical Development . . . . .	1	2	3	4
Social Development . . . . .	1	2	3	4
Language Development . . . . .	1	2	3	4
- Oral Expression . . . . .	1	2	3	4
- Receptiveness . . . . .	1	2	3	4
- Following Directions . . . . .	1	2	3	4

Suggestions for additional materials:

(\*Complete form on reverse side)

Please use separate paper for listing additional materials needed.

Please rate these auxiliary services in \_\_\_\_\_ for  
 this school year only:

Poor Fair Good <sup>Very</sup> Good

Availability of auxiliary services to students.

Health . . . . .	1	2	3	4
PSA . . . . .	1	2	3	4
Psychological . . . . .	1	2	3	4
Dental . . . . .	1	2	3	4
Nutrition . . . . .	1	2	3	4

Please rate auxiliary service information available about students.

Health . . . . .	1	2	3	4
PSA . . . . .	1	2	3	4
Psychological . . . . .	1	2	3	4
Dental . . . . .	1	2	3	4
Nutrition . . . . .	1	2	3	4

Please rate level of information or orientation for the  
 \_\_\_\_\_ for:

Teachers . . . . .	1	2	3	4
Aides . . . . .	1	2	3	4
Parents . . . . .	1	2	3	4

Please rate level of information or orientation for staff development and Parent Education.

Teachers . . . . .	1	2	3	4
Aides . . . . .	1	2	3	4
Parents . . . . .	1	2	3	4

How were most of your children recruited?

School \_\_\_\_\_ Community \_\_\_\_\_ Other \_\_\_\_\_

\_\_\_\_\_

[Redacted]

PRINCIPALS IDEAS [Redacted]

DATE \_\_\_\_\_ 19 \_\_\_\_\_

Name: \_\_\_\_\_ School \_\_\_\_\_ [Redacted]

Ideas from the project principal at each school is important in evaluating the Program. Please answer the following questions; then make comments as appropriate. After you have completed this form, please return it to the project evaluator in the attached envelope by May 18, 1979, in the school mail. Thank you for helping [Redacted]

Circle One Answer Only

Please rate these parts of the [Redacted] instructional program for this school year only:

Poor Fair Good Very Good

Availability of instructional items for teaching staff

Physical Development . . . . .	1	2	3	4
Social Development . . . . .	1	2	3	4
Language Development . . . . .	1	2	3	4
- Oral Expression . . . . .	1	2	3	4
- Receptiveness . . . . .	1	2	3	4
- Following Directions . . . . .	1	2	3	4

Appropriateness of instructional items for teaching staff

Physical Development . . . . .	1	2	3	4
Social Development . . . . .	1	2	3	4
Language Development . . . . .	1	2	3	4
- Oral Expression . . . . .	1	2	3	4
- Receptiveness . . . . .	1	2	3	4
- Following Directions . . . . .	1	2	3	4

Suggestions for additional materials:

(\*Complete form on reverse side)

Please use separate paper for listing additional materials needed.

Please rate these auxiliary services in [redacted] for this school year only:

Poor Fair Good Good

Availability of auxiliary services to students.

Health . . . . .	1	2	3	4
PSA . . . . .	1	2	3	4
Psychological . . . . .	1	2	3	4
Dental . . . . .	1	2	3	4
<hr/>				
Nutrition . . . . .	1	2	3	4

Please rate auxiliary service information available about students.

Health . . . . .	1	2	3	4
PSA . . . . .	1	2	3	4
Psychological . . . . .	1	2	3	4
Dental . . . . .	1	2	3	4
Nutrition . . . . .	1	2	3	4

Please rate level of information or orientation for the [redacted] for:

Teachers . . . . .	1	2	3	4
Aides . . . . .	1	2	3	4
Parents . . . . .	1	2	3	4

Please rate level of information or orientation for staff development and Parent Education.

Teachers . . . . .	1	2	3	4
Aides . . . . .	1	2	3	4
Parents . . . . .	1	2	3	4

How were most of your children recruited?

School \_\_\_\_\_ Community \_\_\_\_\_ Other \_\_\_\_\_

[redacted]

PLPSS EVALUATION

SPRING 1979 INTERVIEW TOPICS

1. Were there difficulties in obtaining materials and equipment for the Preschool Language Program for School Success?
  2. Have auxiliary services (health and dental) been available for this program?
  3. What plans have been made for program implementation for school year 1979-80?
- 
4. What concerns have surfaced during the Spring 1979 implementation of the Preschool Language Program for School Success?

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APPENDIX E

PLPSS 1979-80 EVALUATION STRATEGY

(Portions of this document have been excerpted  
or edited to preserve subject anonymity.)




Evaluation Strategy 1979-1980		S.	O.	N.	D.	Ja.	F.	M.	Ap.	My.	Ju.	Jl.	Au.
<u>Fall Semester</u>													
Needs Assessment of Teachers and Aides		X											
Pupil Assessment			X										
Evaluation of District Meetings for Staff Development			X										
Classroom Observation			X			X							
Interview with Dr. Hamilton					X		X						
Mid Term Report													
<u>Spring Semester</u>													
Pupil Assessment										X			
Evaluation of District Meetings for Staff Development						X			X				
Classroom Observation							X						
Evaluation of Program Design to Meet Needs Identified at Oct. 12 meeting										X			
Home Language Survey													
Questionnaires designed to investigate the value of the 1979-1980 Program and make recommendations for the 1980-1981 Program													
Parents' survey											X		
Principals' survey											X		
Teachers' and aides' survey											X		
R.I.C.s' Survey											X		
Final Report											X		X

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APPENDIX F

PLPSS 1979-80 EVALUATION REPORT

(Portions of this document have been excerpted  
or edited to preserve subject anonymity.)



Pre-Kindergarten Program for  
Racially Isolated Schools  
1979 - 1980

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A Report Prepared by the



June 1980

## FOREWORD

This evaluation is a report of the implementation of the [redacted] during the 1979-80 school year. The goal of the program was to provide the preschool participants [redacted] an opportunity to acquire the communication skills needed for future success in the regular school program.

This report summarizes the results of the testing program, the observations, questionnaire results and suggestions from administrators, teachers, teacher aides and parents of the [redacted] schools involved. It is hoped that the recommendations will give direction to the continued improvement of the program.

Acknowledgement and gratitude are expressed to

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EXECUTIVE SUMMARY

YEAR END REPORT

1979-1980

A Report Prepared by the



## EXECUTIVE SUMMARY

1979-1980

### Introduction

This report summarizes the evaluation of the

for the 1979-80 school year. Included in the report are descriptions of the program, organization, population, evaluation strategy, test results, observations, staff development, year-end questionnaires, interviews, and conclusions.

### Program Description

The was approved for implementation during the 1978-79 school year by the Court

and the Board of Education.

The evaluation of the 1979-80 school year, described in this report, was for the first full year of implementation.

The program was designed for children from ages 3-9 to 4-9 in schools designated as . The goal of the program was to provide the students an opportunity to acquire the communication skills needed for future success in the regular school program. Instructional emphasis was placed on vocabulary expansion, listening, speaking, and pre-reading comprehension skills.

Parental participation was encouraged in parent education classes, volunteer tutoring, and classroom observation. The goal of the parent component was to provide parents with instruction in child growth, development, health, and nutrition.

### Organization

The implementation of the [REDACTED] was facilitated by the Office of the Associate Superintendent of Instruction, Student Integration Office, [REDACTED]

During the 1979-80 school year, the program was implemented in [REDACTED] schools

[REDACTED] One preschool language development teacher assigned to each school taught two classes a day and organized the [REDACTED] Parent Education Program at the school.

### Population

A census taken in November 1979 indicated that [REDACTED] students were enrolled in the program. Additional children were accepted during the year in classes where space was available. The racial/ethnic distribution of the [REDACTED] schools was varied.

In the schools participating in the program, 52 percent of the students were of Hispanic origin, 37 percent Black, 6 percent White, and 5 percent Asian or Pacific Islander.

### Evaluation Strategy

The program evaluation was based on the findings from the testing program, interviews [REDACTED] observations, and questionnaires distributed to parents, teachers, teacher aides, and principals.

### Findings

#### Test Results

During November and December 1979, the Cooperative Preschool Inventory (CPI) was administered to a stratified sample of children [REDACTED]

The test was administered in English and Spanish. Eighty-six percent of the original sample was posttested during May and June 1980. When grouped according to age, the CPI test scores for the [REDACTED] participants were compared with national norms. The children pretested in English, scored above the 60th percentile in all age groups. On the posttest, they were above the 80th percentile. Children pretested in Spanish had scores which ranged from the 41st percentile for 5-0 to 5-5 age group to the 76th percentile for the 3-0 to 3-11 age group. On the posttest, the span of scores ranged from the 78th percentile for the 5-0 to 5-5 age group to the 99th percentile for the 5-6 to 6-5 age group.

The Preschool Language Scale (PLS) was administered in English and Spanish to a stratified sample of children during April and May 1980. When the language age of the PLS was compared with the chronological age of the children tested, 40 percent of all the children tested were found to have a language age equal to or above their chronological age. The language age of 54 percent of the children was within four months of their chronological age or higher.

#### Observations

Observations were conducted in a sample of [REDACTED] classrooms. Room environment, communication-human interaction, and general observations were assessed using a checklist. In general, the classrooms observed appeared to provide a learning environment which was appropriate for stimulating concept development and encouraging oral language acquisition for the preschool child.

The Parent Education Classes observed appeared to be conducted by competent parent education teachers who demonstrated for the parents practical techniques appropriate for stimulating concept development and language with

the preschool age child.

#### Staff Development

The ratings on the questionnaires and comments made by the teachers and teacher aides indicated that they were pleased with the [REDACTED] meetings presented this year. The participants indicated that they felt the meetings provided techniques and information pertaining to parent education, child growth and development, and language acquisition that was helpful to them in implementing the [REDACTED]

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#### Questionnaires

During May 1980 questionnaires were distributed to the principals, teachers, teacher aides, and parents [REDACTED]. Based on their observations, the principals rated highly the program implementation, student progress, and parental support of the [REDACTED]. The teachers and teacher aides felt the children had improved their language skills during the course of the year. The parent component was also rated highly, but the teachers and teacher aides indicated that the number of parents participating in the activities should be increased. On the parent questionnaire, the respondents appeared extremely pleased with the program, the progress of the children, and the Parent Education Classes.

#### Interviews

A structured personal interview or telephone conversation was held in Fall 1979 and Spring 1980 with each of the Regional Instructional Coordinators and Dr. Robert Hamilton, Student

Integration. The respondents felt the program had great potential and had been successfully implemented

during the 1979-80 school year. Several suggestions for continued improvement of the Parent Education and Staff Development Components were included.

#### Conclusions

On the basis of the findings in this report, it can be concluded that the [REDACTED] was successfully implemented during the 1979-80 school year. The CPT pre-test and posttest results indicated the children had made improvement in learning the skills examined by the test. The teachers, teacher aides, principals, and R.I.C.s appeared to be pleased with the success of the program.

#### Recommendations

Recommendations for continued program improvement for the 1980-81 school year include the following:

1. Plan an organizational meeting before school opens for the teachers, aides, and administrators involved with the [REDACTED]
2. Define the objectives and curriculum framework of the Parent Education Classes.
3. Provide a coordinator to supervise the implementation of the program.
4. Develop ways to increase parent participation.
5. Allow teachers to assist with the planning and demonstration of outstanding teaching techniques during the staff development meetings.
6. Assess the [REDACTED] students three times during the 1980-81 school year using the [REDACTED] Oral Language Skills Observation Checklist.

## Introduction

### Program Description

The [redacted] Court [redacted] and the [redacted] Board of Education approved the implementation of the [redacted] during the 1978-79 school year. This report is an evaluation of the 1979-80 school year.

The program was designed for children from ages 3-9 to 4-9 in schools designated as [redacted]. The goal of the program was to provide the participants an opportunity to acquire the communication skills needed for future success in the regular school program. Instructional emphasis was placed on vocabulary expansion, listening, speaking and pre-reading comprehension skills in preparation for the regular school program and environment.

Parents were encouraged to participate in the program through volunteer tutoring and parent education classes. The parent component was designed to provide parents the opportunity to participate in classroom observation, and workshop training, with instruction in child growth, development, health and nutrition.

### Organization

The [redacted] was administered by the Office of the Associate Superintendent of Instruction and the Student Integration Office. [redacted]

During the 1979-80 school year, the program was implemented in [redacted] schools. [redacted] Most schools conducted two classes a day, which were two hours each in length, and met four days a week.

One [redacted] teacher was assigned to each of the [redacted] schools and taught both the morning and afternoon sessions. Two instructional aides were assigned to each school for a period of three hours each per day.

During the year, each school was allotted funds to hire a parent education teacher for 51 hours through the Parent Education Office, [redacted]. Each teacher was responsible for making the arrangements for the Parent Education Program at his/her school including contacting the parent education teacher, scheduling the classes and notifying the parents.

One day each week was reserved for parent training, teacher staff development, parent-teacher conferencing, teacher-aide staff development and instructional program planning. The district staff development meetings were also held on these days.

#### Population

A census was taken in November 1979 for the purpose of organizing the testing program. At that time, students were enrolled in classes at schools. Where spaces were available for additional children, the teachers accepted additional students during the course of the year. Most classes operated at or near the maximum limit of 15 students per class.

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The racial/ethnic distribution of the schools varied. In the participating schools, 52 percent of the students were of Hispanic origin; 37 percent were Black, not of Hispanic origin; 6 percent were white, not of Hispanic origin; and Asian or Pacific Islanders represented 5 percent of the population. (Chart 1)

### Evaluation Strategy

This report summarizes the results of the testing program, structured personal interviews, classroom observations, observation of the Parent Education Classes, staff development, and the year end questionnaires distributed to parents, teachers, teacher aides and principals.

Cooperative Preschool Inventory (CPI). The Cooperative Preschool Inventory was designed as a brief assessment and screening procedure for individual use with children from 3-6 years of age. It was originally developed to measure achievement in areas considered necessary for school success. Test items include verbal and motor response items related to personal awareness, knowledge of body parts, knowledge of social roles, general knowledge, quantitative knowledge, following simple and complex directions, and perceptual motor coordination. The standardization population included children who participated in Project Head Start and other preschool training and intervention programs.

During November and December 1979, the Cooperative Preschool Inventory was administered to a stratified sample of children participating in the program in order to gather baseline data. The test was administered in English and Spanish. The CPI was given in Spanish only when the child was unable to understand and answer the first several questions in English or the teacher identified the child as a Non-English speaker. If the teacher judged the child as being able to understand and speak English on a limited basis even though English was not his/her dominant language, the child was tested in English. Fifty-seven (86 percent) of the 66 children in the original test sample were posttested during May and June 1980. (Appendix A)

Preschool Language Scale (PLS). The Preschool Language Scale was developed for use in child development centers, preschools and compensatory education programs as a diagnostic and screening instrument. Designed to appraise the early levels of language development, the PLS assessed both the auditory comprehension and verbal ability of the children. The PLS presented a series of auditory and verbal language items organized according to age levels. Each level represented a point at which most children have achieved competency on such tasks. Several subscores were obtained, including auditory comprehension age, verbal ability age, language age and language quotient.

In order to gather additional baseline data regarding the language level of the children, the Preschool Language Scale was administered to a stratified sample of children during April and May 1980.

Children identified by the teacher as English dominant or able to understand and speak English on a limited basis (ESL) were tested in English. The Spanish version of the test was used when the teacher identified the student as



a Non-English speaker or the student was unable to understand and answer the questions asked on the English test. The children in this sample were not involved in the CPI testing. The results of both the CPI and the PLS have been included in the findings section of this report.

### Findings

#### Test Results

Cooperative Preschool Inventory. The findings reported in this section were the percentage of correct answers obtained from the Cooperative Preschool Inventory. The test data were first analyzed by language (English and Spanish). When all language groups were scored together, the mean percentage correct on the pretest was 52 percent and 71 percent on the posttest. (Chart II) The mean percentage correct for all the children examined in English including those students for whom English was their second language was 56 percent on the pretest. A score of 75 percent was received by this group on the posttest. Spanish dominant speakers tested in Spanish attained a score of 44 percent on the pretest and 67 percent on the posttest. ESL students (those learning English as a second language) who were tested in English received a score of 46 percent on the pretest and 68 percent on the posttest.

When analyzed by sex, the English speaking boys received a mean of 54 percent on the pretest and 73 percent on the posttest. (Chart V) The girls scored 58 percent on the pretest and 77 percent on the posttest. Boys tested in Spanish answered 44 percent of the questions on the pretest correctly and 67 percent the posttest. Girls who were given the Spanish version of the test received a score of 46 percent on the pretest and 65 percent on the posttest. A combined total of English and Spanish boys scored 49 percent on the pretest and 70 percent the posttest. The girls received 55 percent on the pretest and 73 percent on the posttest. (Chart V)

The CPI mean test scores were also analyzed according to age distribution for comparison with national norms. The children were grouped chronologically for both pre- and posttests. The age groups therefore represent unmatched scores. As a result of maturation during the course of the year, the children fell into different age groups for posttest.

The children pretested in English, scored above the 60th percentile in all age groups. (Table II) On the posttest, they were above the 80th percentile.

Children pretested in Spanish had varied scores which ranged from the 41st percentile for the 5-0 to 5-5 age group to the 76th percentile for the 3-0 to 3-11 age group. On the posttest, the span of scores ranged from the 78th percentile for the 5-0 to 5-5 age group to the 99th percentile for the 5-6 to 6-5 age group.

On the posttest, the children in the [REDACTED] scored well above the 75th percentile when compared with national norms.

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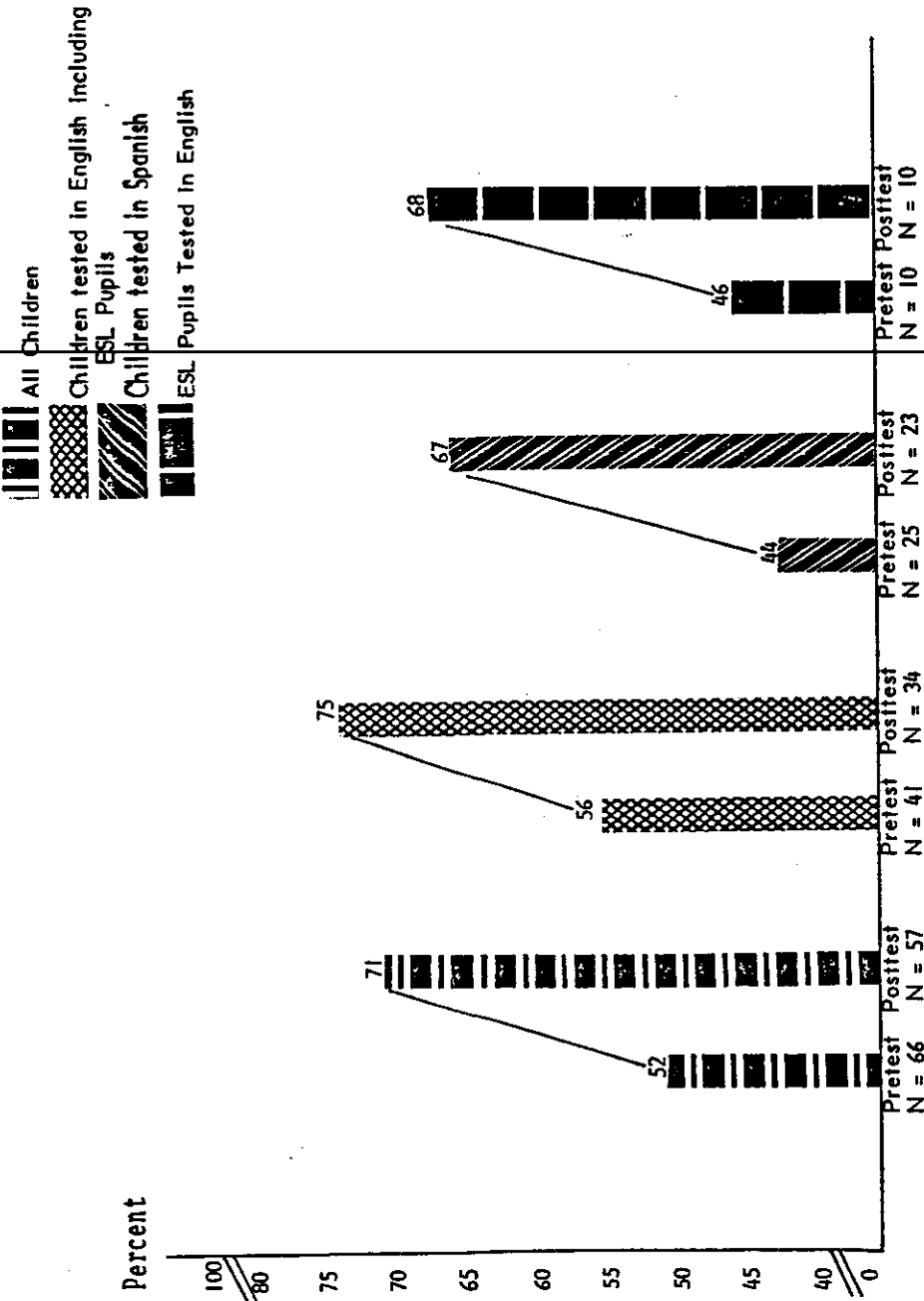
**Preschool Language Scale.** When the language age score of the PLS was compared with the chronological age of the children tested, 40 percent of all the children tested were found to have a language age equal to or above their chronological age. The language age of 54 percent of the children was within four months of the chronological age or higher. Sixty-one percent of the children tested in English, 38 percent of the children tested in Spanish, and 15 percent of the ESL students examined in English, were functioning at a language level equal to or above their chronological age. Sixty seven percent of the children tested in English, 75 percent of the children tested in Spanish, and 33 percent of the ESL students received scores that were within four months of their chronological age or higher.

Fifty-five percent of the children performed better on the auditory comprehension portion of the PLS than on the verbal ability section. They appeared to understand more language than they were able to express.

The areas of the PLS where the children appeared to have the most difficulty were logical thinking, memory and attention span on the auditory comprehension section, and logical thinking, grammar and vocabulary on the verbal ability section. Further experiences and training in these areas of language development were indicated.

CHART II

Cooperative Preschool Inventory  
 Mean Percentage Correct  
 Total Population  
 Pretest Fall 1979 and Posttest Spring 1980



Cooperative Preschool Inventory  
 Mean Percentage Correct  
 Test Scores by Sex  
 Pretest Fall 1979 and Posttest Spring 1980

CHART V

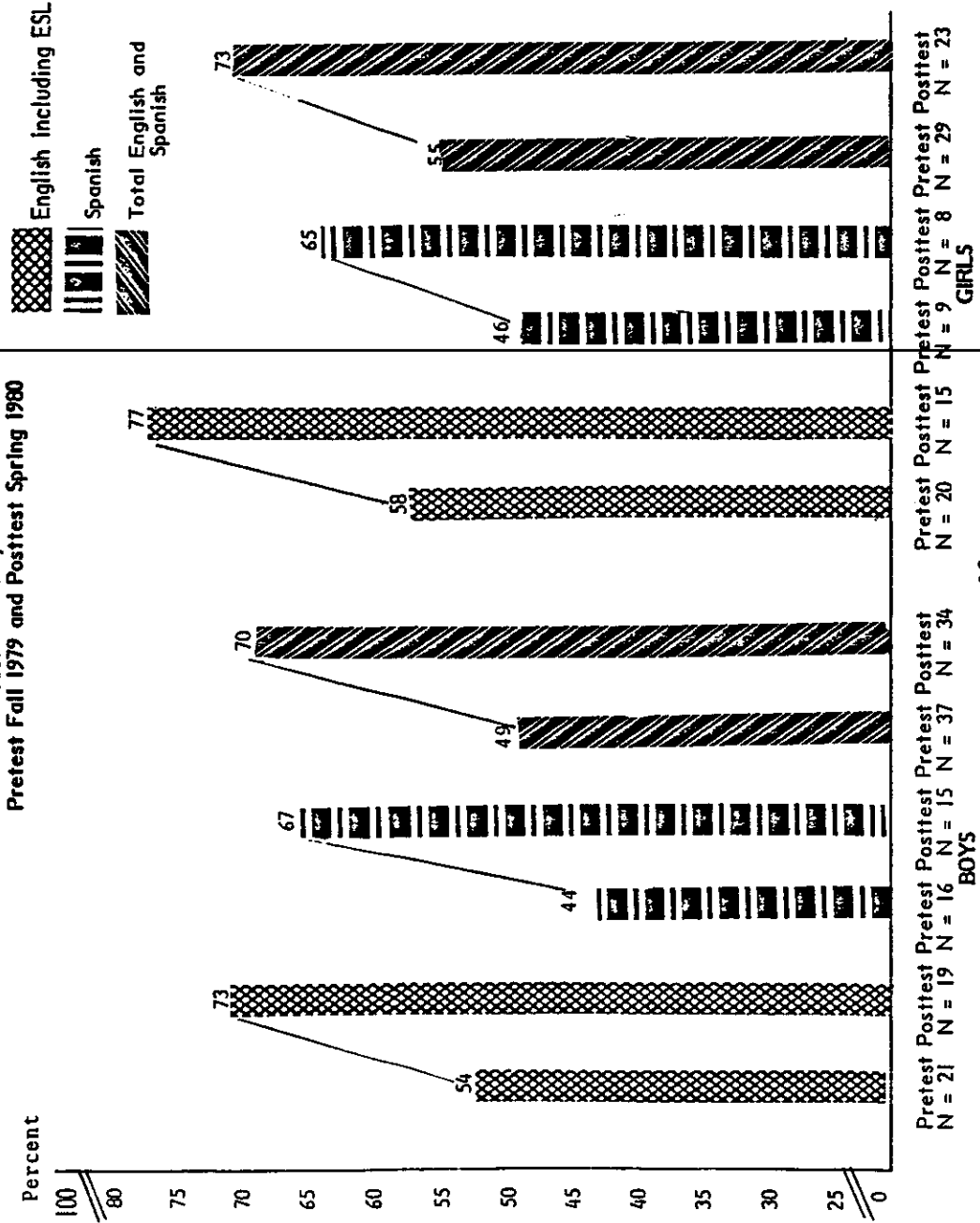


TABLE II

Preschool Inventory Mean Raw Scores  
and Percentiles

<u>Pretest Fall 1979</u>			
English			
Age	N	Pretest Mean	National Norm Percentile
3-0 to 3-11	2	29.5	69
4-0 to 4-5	17	33.4	62
4-6 to 4-11	22	38.4	63
5-0 to 5-5	--	--	--
<hr/>			
Spanish			
	N	Pretest Mean	National Norm Percentile
3-0 to 3-11	2	26	76
4-0 to 4-5	9	30	65
4-6 to 4-11	12	27.4	56
5-0 to 5-5	2	29.5	41
Total	66		
<hr/>			
<u>Posttest Spring 1980</u>			
English			
	N	Posttest Mean	National Norm Percentile
3-0 to 3-11	--	--	--
4-0 to 4-5	--	--	--
4-6 to 4-11	17	47	89
5-0 to 5-5	17	48.4	82
<hr/>			
Spanish			
	N	Posttest Mean	National Norm Percentile
3-0 to 3-11	--	--	--
4-0 to 4-5	3	49	97
4-6 to 4-11	10	40.9	90
5-0 to 5-5	9	41	78
5-6 to 6-5	1	55	99
Total	57		

## Observation

Classroom Observation. Classroom observations were conducted in [redacted] classes during the course of the year. Room environment, communication-human interaction, and general observations were the areas assessed using a checklist. (Appendix B)

Half of the classrooms observed appeared to be exceptionally attractive, stimulating instructional environments. Many learning activities including puzzles, manipulatives, building materials, sciences and activities for developing concepts were present. Forty percent of the classrooms were appropriate and functional. Ten percent of the classrooms contained broken equipment, soiled tables, and an untidy appearance.

Ninety percent of the classes provided learning activities appropriate for stimulating concept development, instructional materials appropriate for the age level of the children and adequate supplies for the number of children present. Improvement in these areas was indicated in ten percent of the classes in the sample. Of the classrooms observed, 75 percent were efficiently organized and allowed easy movement throughout the room. In one classroom, furniture and equipment obstructed the traffic pattern of the room. The other 20 percent of the classrooms fell into the intermediate category.

The main focus [redacted] was to provide the pupils with communication skills and the language needed for success in school. Many types of verbal interaction between the teachers and children were noted during the observations. The results indicated that of the teachers observed:

### Percent

- 100 provided situations where the adult spoke and the children listened
- 90 modeled complete sentences
- 85 of the teachers allowed the children sufficient time to respond to questions
- 85 provided a story time or small group session where the children were allowed the opportunity to practice language patterns, intonations, expressive language, poetry, rhyming, etc.
- 60 allowed the children to speak while the adult listened attentively
- 40 asked questions that generated answers requiring more than one or two words
- 40 asked questions that produced discussions

In many cases, the teachers asked questions that were easily answered in one or two words. Use of sentences or phrases was not specifically encouraged. Most questions asked by the teachers required recall skills by the child. Discussions, open ended questions and problem solving activities were not

common. In one instance, it was noted that when a child responded with a one or two word answer, the teacher encouraged the use of full sentences by asking the child, "Can you say that in a sentence?" Most children responded promptly with an appropriate answer. If it appeared that the child was having difficulty, the teacher modeled a sentence using the child's response and the child repeated the sentence.

It was observed that in approximately 45 percent of the classrooms the children initiated conversation with the teacher and children initiated conversation with one another.

Child centered activities dominated the classrooms. The activities were designed so that they could be independently completed by the child. Only in a few cases did all of the classroom activities appear to be adult directed.

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Instances of positive verbal reinforcement were observed in 90 percent of the classrooms. In some classes, the teachers used a hug and applause, as well as verbal praise for reinforcement.

During story time or small group sessions, many creative lessons were observed where children were given the opportunity to practice language patterns, expressive language, poetry, nursery rhymes, etc. In several classrooms, English conversation was modeled using puppets. The children appeared relaxed and enjoyed role playing using the puppets. In one classroom, each child in the group was introduced to the puppet by the teacher who in speaking for the puppet said, "Hello, my name is \_\_\_\_\_. What is your name?" After the child responded with, "My name is \_\_\_\_\_," the child and puppet shook hands and said, "Glad to meet you." The children then proceeded to introduce the puppet to one another and conduct original conversations between one another.

It was noted that many teachers used records for teaching rhymes, verses, songs, and direction following activities. In three instances, the children were expected to follow directions by merely listening to the recording. This often caused some confusion. The teachers who sang along with the records and joined in with the group activities had better participation from the children.

In general, the classrooms observed appeared to provide a learning environment that was appropriate for stimulating concept development and encouraging oral language acquisition for the preschool child.

Parent Class Observation. [REDACTED] Parent Education Classes were observed during the course of the year. Parent attendance ranged from a low of 7 parents on a rainy day to a high of 15 parents present for the classes on the day of the visitation.

The average number of parents observed attending the classes was 11. In all of the classes, several of the parents brought infants to the class session. Non-English speaking parents were present in four of the classes. Translation of the discussion was provided for the parents in all of these classes by an aide, fellow parent, or the parent education teacher.

All seven of the parent education teachers encouraged the parents to become involved in the discussion. The parents appeared to be interested in the class content and participated actively. Each parent education teacher allowed time for open discussion and problem solving. Each parent education teacher appeared to meet her objectives. The class content and objectives, however, varied from class to class.

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One class, for example, focused on a discussion of parent-child interaction and provided practical techniques for involving the child in common daily activities which could help increase his/her language development and knowledge. Another class emphasized a discussion of the four basic food groups. The parents were asked to classify items brought to class by the teacher and foods the parents had eaten for breakfast. Recipes for nutritious snack foods were exchanged and the parents had the opportunity to sample several.

A third parent education class, [REDACTED] emphasized the stages of language development, the importance of the parents' influence on the child's language and methods of encouraging language development for the preschool child through a multi-media presentation. A tape and film from the Parents' Magazine series, "The Effective Parent," was shown. Using the questions from the [REDACTED] Parent's Manual, a structured discussion followed. A concrete activity for the parent and child to make together was also provided.

In another parent education class, the parent education teacher conducted a discussion in English and Spanish regarding the amount of time the average child watches television, how to limit television watching to quality shows, and methods for discussing the content of the television show with the child. The parent education teacher involved all the parents in the discussion and translated the parent responses so that the discussion could be understood by both English and Spanish speaking parents.

Child growth, development, health and nutrition have been listed as topics that should be included in the parent education classes. In the classes observed, health and nutrition were discussed by two parent education teachers; child growth and development were included in presentations given by all of the parent education teachers. (The classes observed were only one class in a series of sessions presented by each parent education teacher.)



In six of the classes observed, the activities suggested by the parent education teachers were appropriate for stimulating concept development and language with the preschool child. In all instances, the parents left the classes with ideas, suggestions or sample activities that could be used at home.

#### Staff Development Meetings

Approximately [redacted] teachers and teacher aides attended the three [redacted] Conferences held during the 1979-80 school year. During the first meeting, a needs assessment survey was taken. The two meetings that followed provided the participants with the opportunity to develop their skill and knowledge in the areas of language development and parent education. These two goals were given the highest priority by the teachers and teacher aides in the needs assessment compiled at the first city wide meeting held on October 12, 1979. A group of [redacted] planned each of the meetings. For the final two Conferences, evaluation forms were developed [redacted] and included several statements related to the purpose and content of the conference. The respondents rated the items on a scale of 1 to 5 where 1 means very little and 5 very much. The evaluation forms also provided a space for open-ended comments concerning recommendations for future staff development, areas of concern, and comments. (Appendix C)

For the Second [redacted] Conference that was held December [redacted] both teachers and teacher aides gave a mean score rating of 4.3 to the statement, "The conference in general provided me with techniques and information regarding parent education that I will be able to use in my program." The Third [redacted] Conference held February [redacted] 1980 was also given a high rating by the participants. The statement, "The conference in general provided information helpful to me with my work in the [redacted]" received a mean score of 4.3 by the teachers, 4.5 by the teacher aides, and a combined score of 4.4.

The conferences were given a favorable rating by both the teachers and the teacher aides. The participants indicated that they felt the conferences provided techniques and information pertaining to parent education, child growth and development, and language acquisition that would be helpful to them in implementing the [redacted]. The ratings on the questionnaires and comments made by the teachers and teacher aides indicated that they had been pleased with the district staff development workshops presented this year.

### Questionnaires

During May 1980 questionnaires were distributed to the principals, teachers, teacher aides and parents involved with the [redacted]. Each form presented several items for the participants to respond to objectively. Space for open ended comments, suggestions, and recommendations concerning the program was also provided. (Appendix D)

Principal questionnaire. The Principal Questionnaire was mailed to the [redacted] principals in schools where the [redacted] had been implemented. The form presented several items for the principal to rate on a scale of 1 to 5, where 1 is the lowest rating and 5 the highest. In addition, five open ended questions regarding the strengths and weaknesses of the program, problems with implementation, and suggestions for next year were included. Eighty-two percent of the evaluation forms were returned by the principals.

The program as a whole was rated highly by the principals. Scores reported in this section were the mean scores derived from a rating scale of 1 to 5, (low to high).

The principals rated the success of the [redacted] during the 1979-80 school year as follows:

Item	Mean Ratings
Based on my observation, the [redacted] has been successfully implemented in my school this year.	4.8
The children enrolled in the [redacted] have improved in their ability to express themselves orally in English.	4.4
The parents support the [redacted] and have expressed positive attitudes regarding the program.	4.7
The Parent Education Class was successful in providing useful techniques for the parents to employ in helping their children.	4.1
The [redacted] facilitated parent participation in school activities.	4.0

The following statements are representative of the comments made by the principals on the questionnaire (incidence in parenthesis):

What do you see as the strengths of the [redacted]

1. Reaching children at an earlier age and helping to build a language foundation for a successful school experience [redacted]

2. Emphasizing parent training and involvement
3. Socialization for the children and exposing them to a school setting at an early age
4. Emphasizing development of the childrens' oral language
5. Providing outstanding teachers

What do you see as the weaknesses of the

1. The program does not reach enough children. It should be expanded
2. The enlistment and maintenance of parental involvement in the program
3. The Parent Education component needs more direction
4. The lack of adequate supervision and assistance for a new program

What difficulties, if any, have you experienced in implementing the program?

1. The enlistment and maintenance of parental involvement
2. The existing lack of space and overcrowdness in the classroom environment.

What topics would you suggest for the staff development meetings next year?

1. How to make effective use of Parent Education and parent involvement components
2. Oral language development for the dominant Spanish speaking child
3. More inservice on types of activities that stress language development and use of language

What other recommendations do you have for next year?

1. Continue the program
2. Expand the program in schools with waiting lists and available classroom space
3. Allow the use of funds for school journeys and field trips

Teacher and teacher aide questionnaire. Teachers and teacher aides completed identical questionnaires. Ninety-eight percent of the teachers and 65 percent of the teacher aides completed and returned the forms. The questionnaire consisted of 10 statements for the respondents to rate on a scale of 1 to 5, (low to high) and four open ended questions. The scores reported below are mean scores derived from the rating scale. Mean scores for the teachers, teacher aides, and a combined total have been included.

The teachers and teacher aides assessed their experiences in the [redacted] this year as follows:

<u>Item</u>	<u>Mean Ratings</u>		
	<u>Teacher</u>	<u>Teacher Aide</u>	<u>Combined Scores</u>
This was a successful year for for the children.	4.8	4.7	4.7
This was successful year for me as an instructor/aide.	4.8	4.5	4.6
The children have improved in their ability to express themselves orally in English.	4.6	4.4	4.5
The children have increased their vocabulary development by their acquisition, understanding and usage of new words.	4.5	4.4	4.4
The district [redacted] staff development meetings were effective in increasing my skills and knowledge.	4.1	4.3	4.3
The parent visitations and observations were advantageous for the parents.	4.3	4.2	4.3
The parent conferences conducted with the parents of the children in my program were beneficial.	4.3	4.1	4.2
The parent volunteers who assisted me during the school year were an asset to the class.	3.9	4.1	4.0
The Parent Education Class was successful in providing useful techniques for the parents to employ in helping their children?	4.0	4.3	4.2
Participation in the Parent Education Class met my expectations.	2.3	3.4	2.9
The teachers were also asked to estimate parent participation and involvement in the program. The average of their responses			

is included in the following list:

Estimate the number of parent conferences you have had this year. 38

About how many different parents visited your classroom this year and observed class instruction? 21

On the average, approximately how many parents attended each Parent Education Class session? 8

Representative comments from the questionnaires included the following statements:

What were the significant strengths of the [redacted]

1. Parent participation [redacted]
2. Emphasis on language development [redacted]
3. Limited class size which resulted in a small pupil-adult ratio [redacted]
4. The opportunity given the children to prepare for the kindergarten program [redacted]
5. The increased knowledge of the English language by Non-English speaking children [redacted]
6. The provision for teacher flexibility and control over the program which permitted more creativity [redacted]

What were the significant weaknesses of the [redacted]

1. The lack of participation by the parents and parent involvement [redacted]
2. The absence of field trips [redacted]
3. The need for a continuum of skills or a common assessment instrument [redacted]
4. The guidelines for parent participation and parent education classes were not clear [redacted]

What topics would you like to have discussed in the staff development meetings next year?

1. Provide suggestions on effective techniques for encouraging parents to participate in the program [redacted]
2. Present techniques for teaching ESL [redacted]
3. Provide sessions which illustrate puppetry, story telling, and finger play techniques [redacted]
4. Teach Gesell techniques [redacted]

What other recommendations do you have for improving the program next year?

1. Make field trips available [redacted]
2. Require a specific amount of parent attendance and involvement as a part of the program [redacted]
3. Provide assistance to the schools in obtaining bilingual parent education teachers [redacted]

Parent Questionnaire

Fifty-one percent of the questionnaires were returned. The forms were printed in English and Spanish and were comprised of three sections. The format included a home language survey, questions requiring a "yes" or "no" response and an open ended question regarding comments and recommendations concerning the program.

The home language survey produced the following results:

<u>Item</u>	<u>English</u>	<u>Spanish</u>	<u>Both English and Spanish</u>
Language spoken by the child when he/she first began to talk	43%	53%	1%
Language used by the child most frequently at home	44%	49%	5%
Language used by the parent most frequently when speaking to child	42%	50%	5%

Japanese, Arabic, Chinese, Korean, Vietnamese, Pilipino, and Italian were also given as responses, but each language represented less than one percent of the total responses.

Eleven questions requiring a "yes" or "no" response were included in the questionnaire.

<u>Item</u>	<u>Percentage</u>	
	<u>Yes</u>	<u>No</u>
Do you feel your child benefited from participating in the [redacted]	99	1
Does your child tell you about his/her experiences at school?	98	2
Do you feel these experiences contributed to your child's language development?	99	1
Do you feel your child's speaking ability in English has improved?	96	4
Have you visited your child's classroom this year?	92	8

<u>Item</u>	<u>Percentage</u>	
	<u>Yes</u>	<u>No</u>
Have you talked with the teacher concerning your child?	92	8
Have you helped in your child's classroom this year?	69	31
Did you attend the Parent Education Class offered during the year?	62	38
Did you use any of the ideas or information from the Parent Education Classes with your children at home?	73	27
Do you feel the Parent Education Classes increased you ability to help your child?	90	10
Would you like to have the [REDACTED] again next year?	99	1

Not all of the parents who responded to questions 5, 6 and 8 answered the second part of the question that required a numerical response.

The parents who completed question 5 indicated that they had visited the classroom an average of seven times. Parent-teacher conferences were held an average of four times. The parents indicated they had had attended an average of five parent meetings.

The parents were asked to make comments, suggestions and recommendations concerning the program. The following statements were representative of the comments made by the parents:

1. The program was a good one and should be continued next year. [REDACTED]
2. The children learned the basics of both English and Spanish and I hope they continue to progress in both languages. [REDACTED]
3. Parents who work were at a great disadvantage because the the Parent Education classes were held during the day. It would be nice to have some Parent Education classes in the evening. [REDACTED]
4. The children learned the main principles of English. I hope their vocabularies continue to grow. [REDACTED]
5. My child's vocabulary has increased tremendously as well as his usage of sentences. [REDACTED]
6. The class has provided my son and myself with an educational experience we will always remember. [REDACTED]
7. The program was a good one and provided great preparation for kindergarten. [REDACTED]

## Interviews

A structured personal interview or telephone conversation was held in fall 1979 and spring 1980 with each RIC and Dr. Hamilton.

(Appendix E) Their responses have been summarized in this section.

During the fall, [redacted] cited many strengths of the [redacted] which affect the children including increased communication skills, socialization, and familiarity with the school setting at an early age. Parent involvement and continuous staff development were also listed as strengths of the program.

The lack of a central administrator to coordinate the implementation was noted as a weakness by [redacted]. One respondent was firmly opposed to centralization and enjoyed the autonomy each area possessed in implementing the goals of the program during the 1979-80 school year.

When asked which direction they would like to see the program take in the future, [redacted] favored expansion of the program. One person noted that an ongoing formative evaluation of the children's program and the parent component should be conducted.

Areas of concern regarding the [redacted] were varied. [redacted] again cited the need for a central coordinator. Two respondents felt language development and conceptualization should be stressed rather than academic, pre-reading skills. One [redacted] expressed concern regarding the emphasis on English instruction in situations where the child may possess limited Spanish skills. It was felt that competency in the native language should be developed before intense English instruction was introduced.

During the interviews conducted in the spring, the respondents retained their enthusiasm and interest about the [redacted] which was evident in the beginning of the year. [redacted] visited [redacted] classrooms during the year and were generally pleased with the program implementation. Excessive stress on academic skills was noted with displeasure by [redacted] but they felt the program as a whole was beneficial and encouraged language development. [redacted] also mentioned that the background and experience of the teacher affected the success of the program. They favored recruiting teachers with early childhood expertise to participate in the program.



Based on observation and reports from teacher advisors, teachers, and principals, the [redacted] felt the children had improved in their ability to express themselves orally in English and that the vocabulary development of the children had been enhanced.

Many suggestions were listed regarding staff development for next year. The following statements are representative of the comments made:

The teachers should have more input in planning the [redacted] meetings [redacted]

Exemplary programs [redacted] should be highlighted at district meeting [redacted]

The teachers should be trained to implement the philosophy of the program [redacted]

The tremendous potential of the Parent Education Program was indicated by the [redacted] implementation, however, produced several difficulties. Suggestions for next year included the following:

Define the role of Parent Education

Explain procedures for enlisting the parent education teacher and scheduling the classes early in the year

Develop procedures for increasing parent attendance

Inform the parent education teacher of the program goals

Provide bilingual parent education teachers where needed

When questioned regarding the flexibility or lack of flexibility in the program implementation, [redacted] indicated that a curriculum framework defining the program goals was necessary. There was unanimous consensus, however, that program emphasis should be placed on flexibility and creativity of implementation.

In summary, the [redacted] felt the program had great potential and had been successfully implemented during the 1979-80 school year. Suggestions for continued improvement of the Parent Education and Staff Development Components were included.

#### Conclusions

On the basis of the findings in this report, it can be concluded that the [redacted] was successfully implemented during the 1979-80 school year. On the CPI, which was designed to measure factors

considered necessary for success in school, the children made great progress. When compared with national norms, on the pretest the children scored at or above the 50th percentile in most cases. On the posttest, the children placed above the 75th percentile. Forty percent of the children tested with the Preschool Language Scale were found to have a language age equal to or above their chronological age.

The classrooms were attractive and the teachers provided learning environments that were appropriate for stimulating language acquisition and concept development.

Parent Education Classes were well received by those who attended. Discussions and active participation in workshop activities provided the parents with useful information on child development and suggestions for activities to be completed at home.

The teachers and teacher aides indicated that the [redacted] staff development meetings were beneficial. They provided techniques and information that were helpful in implementing the [redacted]

Parents, teachers, teacher aides, and administrators all expressed positive attitudes about the effects of the [redacted] on the preschool children. Expansion of the program, in order that more children would have the opportunity to participate, was recommended.

In summary, the participants in the [redacted] considered the program to be a beneficial learning experience for the children and parents.

#### Recommendations

1. Plan a meeting before the opening of school for the teachers who will participate in the program. Discussion of the following topics should be included in the meeting:
  - goals and objectives [redacted]
  - teacher responsibilities [redacted]
  - purpose and objectives of the parent education class
  - procedures for selecting the parent education teacher and scheduling the parent education program
  - procedures to follow in using the new [redacted] Oral Language Skills Observation Checklist
2. Develop an outline that includes the objectives and curriculum framework for the Parent Education Classes. Transmit this information to all the Parent Education Teachers involved [redacted]
3. Provide parent education teachers who have experience in working with bilingual, bi-cultural parents.
4. Provide a person to coordinate and supervise the implementation of the program.

5. Allow teachers to participate in planning district [REDACTED] meetings.
6. Introduce questioning skills to the teachers that encourage answers requiring more than one or two words.
7. Set the dates for the district-wide meetings in advance in order for the teachers to be able to plan parent education classes [REDACTED]
8. Develop ways to increase parent participation in the program.
9. Plan a longitudinal study of the [REDACTED] participants.

10.

---

11. Include class management, physical development, kindergarten articulation, and bilingual education in the workshops offered next year.
12. Continue to provide the type of excellent [REDACTED] staff development meetings that were held during the 1979-80 school year.
13. Assess the [REDACTED] students three times during the 1980-81 sch year using the [REDACTED] Oral Language Skills Observation Checklist. Include a copy of the form in the child's cumulative folder and report a summary of the class to the [REDACTED]
14. Continue to search for a language assessment instrument appropriate for the [REDACTED]

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**APPENDIXES**

Appendix A

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Testing Correspondence

Program Baseline Evaluation

November 14, 1979

 Program Posttest Evaluation

April 10, 1980

Baseline Evaluation

April 10, 1980

Program Evaluation

May 21, 1980

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**Appendix B**

**Observation Checklists**

**Classroom Observation Checklist**

**Parent Education Class Observation Checklist**

[REDACTED]

[REDACTED]

Parent Education Class Observation Checklist

- \_\_\_\_\_ Number of parents present.
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Are Bilingual parents present?
- 
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Is translation provided for the parents if bilingual parents are represented?
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Are the parents encouraged to interact with the parent education teacher?
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Is the content of the class relevant to the parents?
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Are the ideas presented relevant and appropriate for the age level of the children?
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Do the parents seem interested?
- \_\_\_\_\_ What was the objective of the class?
- 
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Was the Objective of the class met?
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Did the parents leave with ideas or suggestions that they can use at home?
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Was child growth and development discussed?
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Was health and nutrition discussed?
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Are the activities presented appropriate for stimulating concept development?
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ If a workshop or "hands on" activities are provided, are there adequate supplies?
- Yes \_\_\_\_\_ No \_\_\_\_\_ Int. \_\_\_\_\_ Is time allowed for problem solving?

Describe the content of the material presented in the class.

Note: Int. refers to an intermediate situation.

CLASSROOM OBSERVATION CHECKLIST

Room Environment

- Yes \_ No \_ Int. \_ Is the room attractive?
- Yes \_ No \_ Int. \_ Are the learning activities appropriate for stimulating concept development?
- Yes \_ No \_ Int. \_ Are the instructional materials appropriate for the age level of the children?
- Yes \_ No \_ Int. \_ Is the classroom organized for efficiency and easy flow of traffic?
- 
- Yes \_ No \_ Int. \_ Are there adequate supplies for the number of children present?

Communication - - Human Interaction

- Yes \_ No \_ Int. \_ Does the teacher ask questions which generate answers requiring more than one or two words?
- Yes \_ No \_ Int. \_ Does the teacher ask questions which generate discussion?
- Yes \_ No \_ Int. \_ Are the children initiating talk with the teacher?
- Yes \_ No \_ Int. \_ Are the children initiating talk with other children?
- Yes \_ No \_ Int. \_ Are the situations provided where the adult speaks and the child listens?
- Yes \_ No \_ Int. \_ Are situations provided where the child speaks and the adult listens?
- Yes \_ No \_ Int. \_ Is the child allowed sufficient time to respond?
- Yes \_ No \_ Int. \_ Does story hour or a small group session provide an opportunity for the children to practice language patterns, intonations, expressive language, poetry, rhyming etc.?
- Yes \_ No \_ Int. \_ Does the teacher model complete sentences?

GENERAL OBSERVATIONS

- Yes \_ No \_ Int. \_ Are the activities provided, generally adult directed or child centered?
- Yes \_ No \_ Int. \_ Is positive verbal reinforcement given?

Note: Int. indicates an intermediate situation.



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Appendix C

Staff Development Questionnaires

City Wide Meeting, Teacher Evaluation

December [REDACTED] 1979

City Wide Meeting, Aide Evaluation

December [REDACTED] 1979

City Wide Meeting, [REDACTED]

February [REDACTED] 1980

[REDACTED]  
 December 1979  
 City Wide Meeting Teacher Evaluation  
 [REDACTED]

Rate each statement on a scale of 1 to 5 with one being the lowest and 5 the highest rating.

	Low				High
1. The general session provided information that will be helpful to me with my work in the [REDACTED]	1	2	3	4	5
2. The small group sessions were informative and beneficial.	1	2	3	4	5
3. The conference in general provided me with techniques and information regarding parent education that I will be able to use in my program.	1	2	3	4	5
4. I would rate the value of the "Documenting Pupil Progress Session" as . . .	1	2	3	4	5
5. I would rate the value of the "Conferencing Techniques Session" as . . .	1	2	3	4	5
6. I would rate the value of the "Child Growth and Development Session" as . . .	1	2	3	4	5
7. I would rate the value of the "Skills Related to Language Development Session" as . . .	1	2	3	4	5
8. I would rate the meeting facilities as . . .	1	2	3	4	5

Comments \_\_\_\_\_  
 \_\_\_\_\_

Please answer the following questions.

1. In October, teachers and aides Identified Parent Education Staff Development and Language Development as a major priority for the year. To what degree has this conference fulfilled your needs in the area of Parent Education?  

(1)	(2)	(3)	(4)	(5)
very little	little	some	much	very much

To what degree has this conference fulfilled your needs in Language Development.  

(1)	(2)	(3)	(4)	(5)
very little	little	some	much	very much
2. What suggestions do you have for future inservices on Parent Education or Language Development.  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

3. What are your areas of concern [REDACTED]  
 [REDACTED]  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

December 1979

City Wide Meeting Aide Evaluation

Rate each statement on a scale of 1 to 5 with one being the lowest and 5 the highest rating.

	Low				High
1. The general session provided information that will be helpful to me with my work in the [redacted]	1	2	3	4	5
2. The small group sessions were informative and beneficial.	1	2	3	4	5
3. The conference in general provided me with techniques and information regarding parent education that I will be able to use in my program.	1	2	3	4	5
4. I would rate the value of the "Storytelling, Puppetry and Literature Session" as . . .	1	2	3	4	5
5. I would rate the value of the "Language Development Workshop" as . . .	1	2	3	4	5
6. I would rate the meeting facilities as . . .	1	2	3	4	5

Comments \_\_\_\_\_

Please answer the following questions.

1. In October, teachers and aides identified Parent Education Staff Development and Language Development as a major priority for the year. To what degree has this conference fulfilled your needs in the area of Parent Education?

(1) very little (2) little (3) same (4) much (5) very much

To what degree has this conference fulfilled your needs in Language Development.

(1) very little (2) little (3) same (4) much (5) very much

2. What suggestions do you have for future inservices on Parent Education or Language Development.

\_\_\_\_\_  
\_\_\_\_\_

3. What are your areas of concern [redacted]
- \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

[REDACTED]  
[REDACTED]  
Evaluation of City Wide Meeting

February 1980

Check one:

At the present time, I am a (an)  administrator  
 teacher  
 aide [REDACTED]

Rate each statement on a scale of 1 to 5 by circling the appropriate number. One represents the lowest and five the highest rating.

- |  |            |   |   |   |   |             |
|--|------------|---|---|---|---|-------------|
| 1. The conference in general provided information helpful to me with my work in the [REDACTED]   | <u>LOW</u> |   |   |   |   | <u>HIGH</u> |
|  | 1          | 2 | 3 | 4 | 5 |             |
| 2. The conference provided me with techniques regarding parent education and language development that I will be able to use in my program.  | 1          | 2 | 3 | 4 | 5 |             |
| 3. I would rate the value of the sessions attended today as follows:   |            |   |   |   |   |             |
| The British Infant School  | 1          | 2 | 3 | 4 | 5 |             |
| Language Development   | 1          | 2 | 3 | 4 | 5 |             |
| Parent Involvement   | 1          | 2 | 3 | 4 | 5 |             |
| 4. I would rate the meeting facilities and location as...  | 1          | 2 | 3 | 4 | 5 |             |
| 5. In October, teachers and aides identified six areas for staff development. Indicate to what degree the three district meetings you have attended fulfilled your needs in each of the following areas: |            |   |   |   |   |             |
| Parent Education   | 1          | 2 | 3 | 4 | 5 |             |
| Language Development   | 1          | 2 | 3 | 4 | 5 |             |
| Classroom Management   | 1          | 2 | 3 | 4 | 5 |             |
| Physical Development   | 1          | 2 | 3 | 4 | 5 |             |
| Social Development   | 1          | 2 | 3 | 4 | 5 |             |
| Articulation with the Kindergarten Program   | 1          | 2 | 3 | 4 | 5 |             |

Please answer the following questions.

1. What recommendations or suggestions do you have for staff development next year? [REDACTED]  
 \_\_\_\_\_  
 \_\_\_\_\_
2. What are your areas of concern [REDACTED]  
 \_\_\_\_\_  
 \_\_\_\_\_
3. Comments  
 \_\_\_\_\_  
 \_\_\_\_\_

[REDACTED]

---

Appendix D

Year End Questionnaires

Principal Questionnaire

Teacher/Aide Questionnaire

Parent Questionnaire

Correspondence to Teachers

May  1980

[REDACTED]

[REDACTED]

Principal Questionnaire

As the first full year of the [REDACTED] comes to a close, we would like your assessment of the implementation of the program at your school. Your cooperation in completing and returning this brief questionnaire to [REDACTED] in the attached envelope by June 6, 1980 will be appreciated.

[REDACTED]

[REDACTED]

Rate the following statements on a scale of 1 to 5 where 1 is a low rating and 5 is a high rating.

	Low				High
1. Based on my observation, the [REDACTED] has been successfully implemented in my school this year.	1	2	3	4	5
2. The children enrolled in the [REDACTED] have improved in their ability to express themselves orally in English.	1	2	3	4	5
3. The parents support the [REDACTED] and have expressed positive attitudes regarding the program.	1	2	3	4	5
4. The Parent Education Class was successful in providing useful techniques for the parents to employ in helping their children.	1	2	3	4	5
5. The [REDACTED] facilitated parent participation in school activities.	1	2	3	4	5

Please answer the following questions:

1. What do you see as the strengths of the [REDACTED]
2. What do you see as the weaknesses of the [REDACTED]
3. What difficulties if any, have you experienced in implementing the program?
4. What topics would you suggest for the staff development meetings next year?
5. What other recommendations do you have for next year?

[REDACTED]  
Teacher/Aide Questionnaire

As the first full year of the [REDACTED] comes to a close, we would like your assessment of the experiences you have had in the program this year. Your cooperation in completing and returning this questionnaire to [REDACTED] in the attached envelope by June 6, 1980 will be appreciated.

Check One

Position: Teacher \_\_\_\_\_ Aide \_\_\_\_\_

Rate the following statements on a scale of 1 to 5 where 1 is a low rating and 5 is a high rating.

- |  | Low | High |
|--|-----|------|
| 1. This was a successful year for the children.  | 1   | 5    |
| 2. This was a successful year for me as an instructor.   | 1   | 5    |
| 3. The children have improved in their ability to express themselves orally in English.  | 1   | 5    |
| 4. The children have increased their vocabulary development by their acquisition, understanding and usage of new words.  | 1   | 5    |
| 5. The [REDACTED] staff development meetings were effective in increasing my skills and knowledge.   | 1   | 5    |
| 6. The parent visitations and observations were advantageous for the parents.<br>(Approximately how many parents have visited your classroom this year? _____)   | 1   | 5    |
| 7. The parent conferences conducted with the parents of the children in my program were beneficial.<br>(Estimate the number of parent conferences you have had this year. _____)                         | 1   | 5    |
| 8. The parent volunteers who assisted me during the school year were an asset to the class.<br>(About how many different parents visited your classroom this year and observed class instruction? _____) | 1   | 5    |
| 9. The Parent Education Class was successful in providing useful techniques for the parents to employ in helping their children?   | 1   | 5    |
| 10. Participation in the Parent Education Class met my expectations.<br>(On the average, approximately how many parents attended each class session? _____)  | 1   | 5    |

Please answer the following questions:

1. What were the significant strengths of the [REDACTED]
  2. What were the significant weaknesses of the [REDACTED]
  3. What topics would you like to have discussed in the staff development meetings next year?
- 
4. What other recommendations do you have for improving the program next year?



[REDACTED]  
**PARENT QUESTIONNAIRE**

Dear Parents,

We are pleased that your child was able to participate in the [REDACTED] during the 1979-1980 school year. We would like your opinion about the experiences your child has had this year. Your responses are important and will be used to help plan next year's program. You need not sign your name on the form.

Please help us by answering the questions which are listed below and place the completed form in the attached envelope. Return the form to the [REDACTED] by taking it to the school office

or by giving the sealed envelope to your child's teacher. Please return the form by JUNE 5, 1980.

Which language did your son or daughter learn when he or she first began to talk?

What language does your son or daughter most frequently use at home?

What language do you use most frequently when speaking to your son or daughter?

- C i r c l e   O n e
1. Do you feel your child benefited from participating in the ..... YES NO
  2. Does your child tell you about his/her experiences at school? ..... YES NO
  3. Do you feel these experiences contributed to your child's language development? ..... YES NO
  4. Do you feel your child's speaking ability in English has improved? .. YES NO
  5. Have you visited your child's classroom this year? ..... YES NO  
If YES, how many times? \_\_\_\_\_.
  6. Have you talked with the teacher concerning your child? ..... YES NO  
If YES, how many times? \_\_\_\_\_.
  7. Have you helped in your child's classroom this year? ..... YES NO
  8. Did you attend the Parent Education Class offered during the year? .. YES NO  
If YES, how many meetings did you attend? \_\_\_\_\_.
  9. Did you use any of the ideas or information from the Parent Education Classes with your children at home? ..... YES NO
  10. Do you feel the Parent Education Classes increased your ability to help your child? ..... YES NO
  11. Would you like to have the ..... YES NO  
at your school again next year?

If you wish to make any comments, suggestions, or recommendations concerning the program, please use the space below.

---

Appendix E

Structured Interviews

Interview [REDACTED]

Fall 1979

Interview [REDACTED]

Spring 1980

STRUCTURED INTERVIEW

FALL 1979

First Meeting with the Regional Instructional Coordinators

What are your feelings about the PLPSS?

Were you involved with the implementation of the project last year?  
Were you pleased?

What do you see as the strengths and weaknesses of the program?

What direction would you like the program to take in the future?

What are your areas of concern regarding the program?

Are you familiar with the goals and objectives developed in October 1979?

What form do you think the evaluation of the program should take?  
(esp. with children)

How do you feel about testing pre-school children?

Describe tests. . .(see attached sheet)

How do you feel about these instruments? Are they applicable? What do  
you suggest?

DATE \_\_\_\_\_

Interview with \_\_\_\_\_

STRUCTURED INTERVIEW

Spring 1980

[REDACTED]

Were you able to observe any of the [REDACTED] classrooms this year? What were your reactions?

Have you been pleased with the program so far?

---

Do you feel the children have improved in their ability to express themselves orally in English?

To what extent do you feel the vocabulary development of the children has increased by their acquisition, understanding and usage of new words?

The [REDACTED] staff development meetings were rated very highly by the teachers and aides. Do you have any suggestions for next year's staff development?

Do you feel the Parent Education program was successful?

What is your reaction to the flexibility or lack of flexibility of program implementation?

What do you see as the program's strengths?

What do you see as the program's weaknesses?

Do you have any further comments, recommendations or suggestions?

Date \_\_\_\_\_

Interview with \_\_\_\_\_

Appendix F

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Oral Language Skills Observation Checklist

Background

Correspondence

March 25, 1980

Correspondence

April 15, 1980

Correspondence

April 18, 1980

Correspondence

May 16, 1980

Oral Language Skills Observation Checklist

Oral Language Skills Observation Checklist

During the spring semester 1980, a committee of representatives [redacted] was chosen to develop an evaluation/assessment instrument to be used with all of the students in the [redacted] during the 1980-81 school year. An Oral Language Skills Observation Checklist was produced by the committee. The instrument will be completed for each child three times a year and a summary of the class scores will be reported [redacted]

---

**Teacher Observation of Oral Language Skills**

Child's name \_\_\_\_\_ Birthdate \_\_\_\_\_  
 \_\_\_\_\_ Last First \_\_\_\_\_ Mo. Day Yr.  
 School \_\_\_\_\_ Teacher's name \_\_\_\_\_

Dominant language used in the home \_\_\_\_\_  
 Language being assessed: \_\_\_\_\_

Key: Making satisfactory progress 1  
 Needs more experiences 2  
 No opportunity to observe 3  
 Not applicable 4

Dates \_\_\_\_\_

**LISTENING SKILLS**

Ratings

Follows verbal directions .....			
Listens courteously .....			
Listens and responds to questions .....			
Listens to fairy tales, stories, poetry .....			
Responds to name .....			

Comments: \_\_\_\_\_

**SPEAKING SKILLS**

Asks questions .....			
Contributes to group discussion .....			
Dictates a story about pictures or experiences .....			
Expresses ideas using: words .....			
phrases .....			
sentences .....			
Participates in dramatic play .....			
Repeats a message to another person .....			
Responds to questions orally .....			
States name .....			
Tells about personal experiences .....			

Uses a speaking voice that is audible and clear .....	<table border="1"><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr></table>												
Uses language to communicate:													
feelings .....													
needs .....													
problems .....													
Comments _____													

VOCABULARY

Identifies body parts .....	<table border="1"><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td></tr></table>																					
Identifies from home and school environment:																						
objects .....																						
people .....																						
Uses descriptive words in context relating to:																						
colors .....																						
position .....																						
size .....																						
Comments: _____																						

PARENT CONFERENCES

Date	Summary	Recommendations
_____	_____	_____
_____	_____	_____
_____	_____	_____

COMMENTS

Date	_____
_____	_____
_____	_____
_____	_____





---

APPENDIX G

SUMMARY OF THE INTERVIEW WITH DR. ROBERT HAMILTON

SUMMARY OF DIANE GRIMES' FIRST 1979-80 INTERVIEW  
WITH DR. ROBERT HAMILTON

Question: I know you were involved with the implementation of the program last year. Who was responsible for initiating the program idea?

Hamilton's Answer (in brief): The board and the district, as part of the commitment to the court to serve the RIS schools.

Q: It is court ordered and therefore paid for with state funds, correct? What is the possibility that the program will be funded for next year?

---

A: The judge is supportive of the RIS package.

Q: Have you been pleased with the program so far?

A: Teacher response has been good. Principals are pleased and have asked for program expansion.

Q: Does the lack of a central director disturb you?

A: No. Program flexibility will suffer if there is central control. The extra administrative level is unnecessary.

Q: What do you see as the strengths of the program?

A: Helping students, at an early age, develop communication skills and a stronger self image.

Q: What do you see as the weaknesses of the program?

A: No major weaknesses.

Q: What direction would you like the program to take in the future?

A: To define goals further, and develop curriculum.

Q: What are your areas of concern regarding the program?

A: Curriculum and the instruction occurring in classes.

Q: What form do you think the evaluation of the program should take (esp. with children)?

A: You [Ms. Grimes] and the Evaluation & Testing Office have the expertise and should decide.

Q: How do you feel about testing preschool children?

A: It is necessary. Assessment is needed to know where to go with instruction. The assessment method used must, of course, be suitable.

---

Q: What is the possibility for program expansion?

A: Program expansion will be recommended.

Q: What do you think about a merger with a "black dialect" program? What about bilingual education?

A: Standard english is the focus of the program. Bilingual students' needs should be met, however.

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