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Evaluating Student Volunteer and Service-Learning Programs: A Casebook for Practitioners

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EVALUATING
STUDENT VOLUNTEER AND SERVICE-LEARNING PROGRAMS
A CASEBOOK FOR PRACTITIONERS

Edited by Michele Whitham, Cornell University

The National Center for Service-Learning
Washington, D.C. 20525
November 1983

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PREFACE

There are many different types of student volunteer programs, each with its own distinctive characteristics and evaluation requirements. This book draws its examples from the type commonly called "service-learning," which combines the accomplishments of public services that address social needs with the conscious fostering of learning for the participants. Although service-learning programs take different forms and may involve a variety of goals, clients, volunteers and types of community service, they have in common a commitment to meeting two sets of needs:

the social needs of the community for service;

the educational needs of students for increased knowledge, skills or understanding.

Thus, service-learning programs may be viewed as **partnerships** in which the goals and needs of several different groups are balanced toward the achievement of both service and learning.

Who are the partners involved in these programs, and thus in their evaluation? On the school side, there are the faculty, administration, and governing boards or trustees, in addition to the students themselves; on the community side, there are social service agencies, community leaders or opinion-makers, and, of course, the clients or recipients of services. Not all these groups are likely to become importantly involved in the evaluation of a service-learning program, but all will have some role to play because all are likely to be affected to some degree large or small, by the evaluation effort.

When carried out in this context, program evaluation becomes a method for fostering mutual responsibility among the several partners of such programs, a powerful tool for insuring that the complex objectives of the programs are being met. The National Center for Service-Learning offers this book with the hope that it will be a valuable resource in furthering the evaluation and the improvement of service-learning programs which involve high-school and college students in poverty-related community programs.

INTRODUCTION

Today, evaluation concepts and methods are widely available to those who plan and administer student volunteer programs. Unfortunately, however, evaluation has all too often been carried out—and written about—in ways that have robbed it of its usefulness to people dealing with the realities of day-to-day program operation. Evaluation has thus acquired the reputation among practitioners of being too complex, too costly, too time-consuming, even too threatening to be of much practical value.

In this book, we have deliberately set out to look on the bright side of program evaluation. Our purpose is to demonstrate that evaluation can in fact be a positive and powerful tool in shaping sound, responsible student volunteer programs. Our assumption in arguing this perspective is that somewhere between a subjective defense of one's program and rigorously scientific evaluation research lies a systematic approach to evaluation that is within the reach of program managers who are not evaluation specialists. We further assume that people responsible for student volunteer programs are committed to defining, monitoring, and assessing the impacts of their programs routinely and conscientiously.

To accomplish our purpose, **Evaluating Student Volunteer and Service-Learning Programs** presents examples of evaluations that have been done successfully by people currently working in the field. The casebook is in five sections:

OVERVIEW (Chapter 1). The opening chapter presents a brief, theoretical overview of program evaluation in which the subject is defined, its uses at different points in a program's "life cycle" explained, and the seven steps involved in conducting evaluations outlined. Much of the remainder of the book is devoted to illustrating, through actual cases, how such theory can be translated into practical evaluation efforts that yield useful results. These seven case studies relate the stories of specific program evaluations, all illustrated with sample evaluation instruments and references to other useful materials. Taken together, these case studies illustrate the implementation of the program evaluation model presented in Chapter 1.

PROGRAM PLANNING (Chapters 2 and 3). The next two chapters describe the careful planning done by two service-learning programs in order to facilitate later program evaluation. Eric Little's chapter describes the needs assessment process utilized by the Youth in Community program. Michael Whitesage documents the approach of the Center for Extended Learning to defining program goals, objectives, and activities.

FORMATIVE EVALUATION (Chapters 4 and 5). These chapters present approaches to monitoring programs of very different scope. The Joint Educational Project's Senior Partners program provides a lively example of how frequent, informal interviews can be used to closely track a pilot program's development. By contrast, the Field Studies Development program exemplifies a systematic, carefully instrumented formative evaluation procedure which operates continuously to assess the changing needs of participants as well as the results of specific field experiences. Both cases reveal how formative evaluation data can be used to rethink and redesign program efforts.

SUMMATIVE EVALUATION (Chapters 6, 7, and 8). The next three cases illustrate evaluations of the impact of student volunteer programs. Jack Knott reviews the CABLES program's efforts to assess the learning outcomes of volunteer experiences for students. Weaver, McElhinney, and Allen report their work as external evaluators to determine the effect that student volunteers had on the agencies that hosted their work. Finally, Roger Henry presents the Office of Service-Learning's contribution to a university-wide, comprehensive study of the impact of the program on its student, university, and community constituents.

EVALUATION ISSUES (Chapters 9 and 10). These two chapters push the boundaries of the casebook beyond the limits of the program development model introduced in Chapter 1. McTaggert and Warnert introduce the concept of "cost effectiveness analysis" and illustrate how this technique can augment evaluation efforts. Finally, Chapter 10 identifies some of the critical issues raised in the case studies and offers suggestions to guide practitioners in making decisions about evaluating their own programs.

As a collection of case studies of evaluations that have recently been conducted, **Evaluating Student Volunteer and Service-Learning Programs** is a "state of the art" book which does not claim to be the last word in how to conduct the "perfect" program evaluation. When used in conjunction with some of the more theoretical books cited in the bibliographies at the end of each chapter, however, this book should help to put program evaluation within the grasp of coordinators of student volunteer programs.

The National Center for Service-Learning hopes this book will stimulate you to see the usefulness of program evaluation to your own work and to understand how you can begin to apply evaluation principles and techniques to your own program.

Michele Whitham

PROGRAM EVALUATION: AN OVERVIEW

This brief overview defines program evaluation, explains its uses at different points in a program's "life cycle," and outlines the seven steps involved in conducting an evaluation.

DEFINING PROGRAM EVALUATION: A SERVICE—LEARNING PERSPECTIVE

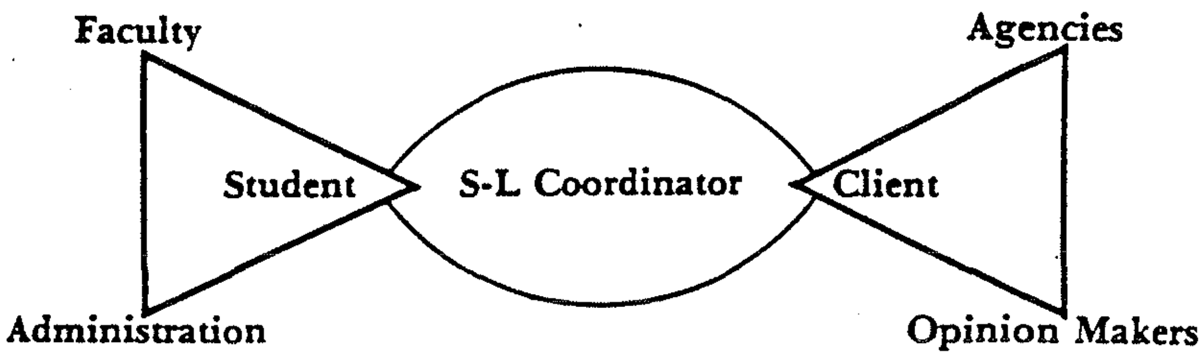
Stated simply, evaluation is the process of determining the significance or worth of something through careful appraisal and study.[1] This view of evaluation as the systematic gathering of information in order to make judgments about the value of a program reflects its origin as a strategy for insuring the accountability of innovative programs—an objective way for funders, decision-makers, and consumers to know that their money is well spent and their trust well placed. At the same time, however, that evaluation is a tool for stimulating and assessing program efficiency and effectiveness, this definition does not do justice to the subtleties of the evaluation process as it should ideally take place in the special context of service-learning programs.

Service-learning involves integrating the accomplishment of public tasks that meet human needs with the fostering of educational growth for all participants.[2] Service-learning programs may take many forms, combining as they do voluntary action and experiential education concepts into a wide variety of activities aimed at mobilizing the energy and talents of student volunteers to address social needs. Yet despite their diversity of form and function, service-learning programs share commitment to meeting both the needs of student volunteers for cognitive, social, and career development, and the needs of communities to accomplish work that contributes to the solution of community problems. Thus, service-learning programs may be viewed as partnerships, in which the perspectives and needs of diverse groups are balanced in order to attain shared objectives. (See Table 1.)

When carried out in this collaborative context, evaluation becomes something more than a device for assuring accountability, more than a detached procedure for making judgments about a program's worth. Instead, evaluation is the cornerstone of an ongoing process for fostering shared responsibility-taking among the many partners in such a program, toward the goal of insuring informed decision-making about the program's future directions. From a service-learning perspective, then, evaluation is best defined as **the process of systematically and continuously selecting, gathering, sharing, and interpreting information in order to make informed decisions about improving current practices or improving future programming.** Evaluation is thus both a decision-making tool and a communication tool, an orderly process of

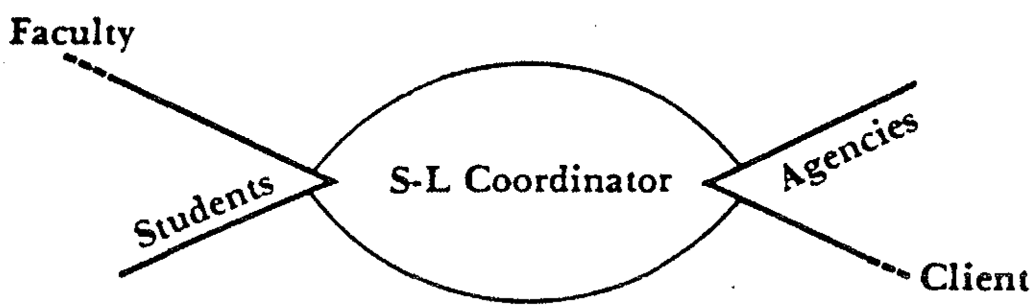
TABLE I

THE PARTNERS IN SERVICE-LEARNING PROGRAMS



Service-Learning Coordinators often spend most of their energy on school side of model.

Service-Learning Coordinators often allow the agencies to define community priorities and control student options.



Service-Learning Coordinators can strengthen their programs by building networks—developing constituents—to provide balanced support on each side of the model.

gathering information around which a dialogue leading to considered, mutual decisions can be built. It is most powerful when it is an ongoing part of the program itself, a continuous process of self-appraisal that insures the objectives of the program are being met.

THE PROGRAM DEVELOPMENT MODEL OF PROGRAM EVALUATION

As an ongoing process of assessment, program evaluation is ideally not an isolated or random event. Instead, it is a process that takes place continuously throughout the life of a program and is closely tied to the phases of the program's development, from its initial planning to its completion. It is thus useful to think of program evaluation as occurring in three distinct phases, each corresponding to a different period in a program's "life cycle."[3] In each of these phases, the information generated by evaluation can be essential to the program's continuing success. A word of caution is in order, however: in relating evaluation to a program's life cycle, it is important that the phases of the evaluation process not be viewed as taking place one after the other in a rigidly linear way. As this discussion will make clear, each phase overlaps the others as part of a continuous, integrated process. (See Table 2.)

PHASE 1: PROGRAM PLANNING RESEARCH

Most often, program evaluation sets out to answer the question, "Is this program accomplishing what it intended to do?"[4] In order to answer this question, a program must be clearly defined from the outset in terms of what it is trying to accomplish, for whom, using what methods. In this discussion, the many activities involved in generating such a detailed picture are known collectively as "program planning research." While not part of the evaluation process per se, these functions must be performed during a program's planning phase if evaluation is to be done subsequently.

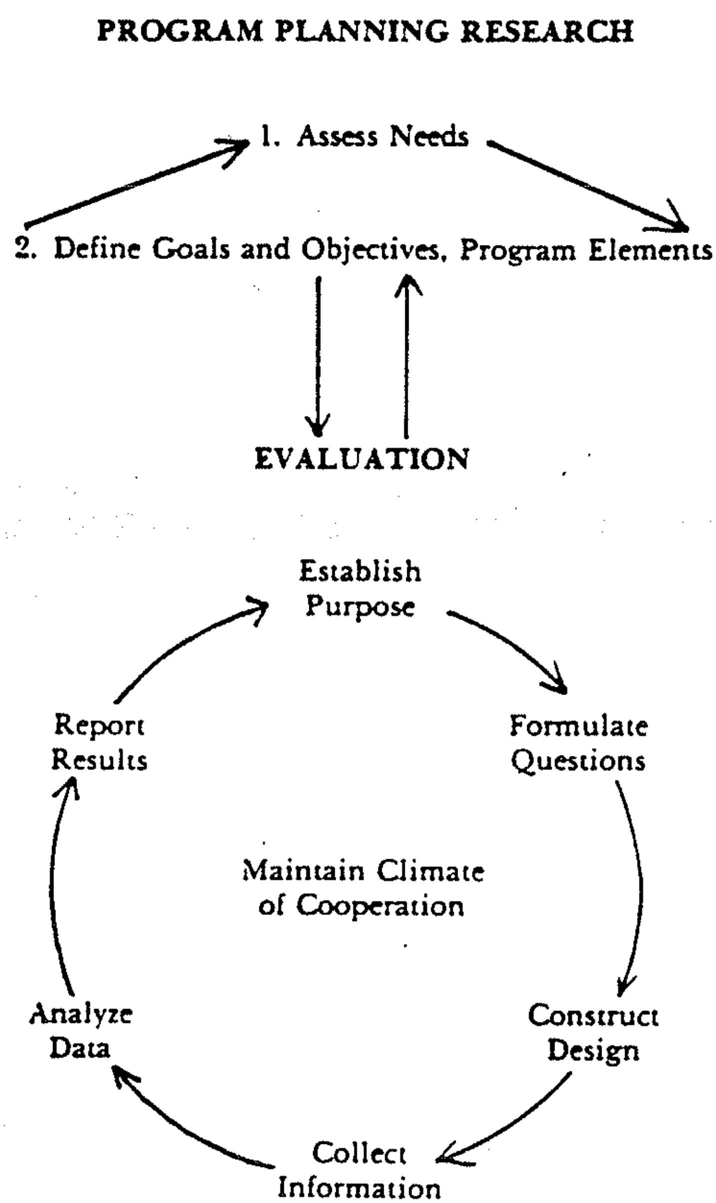
A. Needs Assessment

Every service-learning program begins with the needs of its participants: the educational needs of student volunteers, their teachers, and the school or college in which they are based, and the service needs of the clients, social service agencies, and larger communities whom the student volunteers will serve. Coordinating these into a crisp statement of goals and objectives against which the eventual outcomes of the program can be measured is the most critical step in the process of evaluating a service-learning program. Because such programs involve partnerships in which the needs of different groups are being addressed simultaneously, it is especially important to approach program evaluation as part of a systematic planning process through which diverse, sometimes swiftly changing goals can be continuously examined, integrated, and, if necessary, revised.

Developing meaningful and appropriate goals requires that the program accomplish, through

TABLE 2

THE PROGRAM EVALUATION CYCLE



needs assessment, the following three tasks: 1) identifying community problems, including hypothesizing how these problems develop, 2) identifying the educational goals of sponsoring schools or agencies and how the program can advance these, and 3) assessing the needs and characteristics of the students and community populations involved in the program and examining how these groups can be brought together in an effort to address the identified problems.

Key Questions. Needs assessment is a search for answers to questions such as:

- What social issues might be addressed by a student volunteer program?
- What causes these problems?
- What is the extent and location of these problems? Which people are the most seriously affected by them? How are they affected?
- What would be significant ways of helping them address the problems?
- What other responses are being made, or have already been made, to these problems?
- What unique contributions can student volunteers make to these situations?
- What gaps exist in the network of local services, and which of these might a student volunteer program help fill?
- What will motivate student volunteers to become (and remain) involved in working to help solve these problems?
- What needs of the sponsoring educational institutions or agencies might the volunteer program help address?

Gathering Information. The information required to answer the above questions may be gained in a variety of ways, including:

- interviewing experts on the issues and problems;
- organizing discussion groups among community and/or school members;
- collecting statistical information on the issues and clients to be served from organizations that provide similar services;
- reading studies of similar issues conducted in other communities;
- collecting relevant data from federal, state, and local planning offices;
- conducting surveys of the students, community residents, educators, and agency personnel to be involved in the program;
- drawing on the experiences of other service-learning programs that have undertaken similar projects.

In gathering such preliminary information, it is important to avoid getting bogged down in details. Almost every service-learning program begins not with a theoretical question, but with an exciting idea for a program that has evolved in response to a perceived need. Thus, the purpose of needs assessment is to gather information related to a project already in mind. This process also forces a consideration of how significant the perceived need is, and whether there might be more pressing needs to address or more appropriate projects to initiate. In short, needs assessment is not a process for considering all possible needs, which are infinite, or of gathering all information on community problems, which is inexhaustible. Instead, it is a process for considering whether what you want to do will really address an important need. This requires adequate, not exhaustive, information on the social and educational environments in which the proposed service-learning program is to operate. Without such information, program goals and objectives cannot be developed realistically.

B. Program Planning and Design: Defining Goals and Objectives.

After gathering and analyzing information on the educational and social environments in which the program is to take place, the next planning task is to design activities that will address identified needs. This is the "program planning and design" stage of the evaluation process, and it includes the following steps:

- developing a mechanism for obtaining the support of community agencies, potential clients, and the school personnel;
- articulating and prioritizing program goals;
- translating these goals into objectives—statements that describe what is to be accomplished by the student volunteers and that list the criteria for measuring their success;
- identifying specific procedures to be followed and services to be provided in order to achieve program goals;
- developing agreements that specify the duties of program personnel, school staff, students, and cooperating agencies;
- developing requirements and qualifications for program staff, student volunteers, and community groups;
- solving logistical problems, such as transportation and funding, upon which the success of the program will depend.

In general, this phase of the evaluation process focuses on the development of a program model that translates the information gained through needs assessment into concrete plans for implementing the service-learning program itself. The "product" of this phase is a series of action statements which describe how student volunteer efforts can be organized and carried out to have a real impact on community issues while meeting the educational needs of students and schools. Taken together, these statements form a program plan which is a "best guess" about the specific procedures, activities, and structures to be used to address the issues identified in needs assessment.

Because student volunteer programs typically place students in many different community settings, and because these are likely to change frequently, needs assessment and program planning work best when they are ongoing, continuous activities rather than one-time-only tasks. Done this way, program planning research provides a basis for reviewing established programs and adapting them, when necessary, to changing community or student needs. Indeed, established programs benefit from developing methods for regularly reviewing their services and procedures with their community and school partners.

The following evaluation questions become important in such a review process:

- Has the context in which the program is operating changed significantly since it began?

- Are the needs of any of the participant groups different now?
- Are the program's goals and objectives consistent with these changed needs?
- Is the specific program plan still appropriate for achieving stated goals and objectives?

The program planning research phase of the evaluation process is essential to all subsequent evaluation efforts. If program goals have been defined precisely, for example, it will be possible, later on, to assess the program's success. If the design of the program has been thoughtfully related to its purpose, it will be possible to determine which elements of the program contributed to its success. In sum, if program planning has been well executed, it will be possible to evaluate what the program has accomplished and how this was done.

PHASE 2: PROGRAM MONITORING

Variously known as "process," "interim," or "performance" evaluation, program monitoring involves the recording of what is actually taking place in the program for the purpose of assessing whether or not the program is operating as planned. There are many reasons why a student volunteer program might stray from its intended course. Sometimes money and other resources are insufficient to carry out the program at the level at which it was planned. Often the activities that were designed for volunteers to carry out must be modified to be more consistent with student abilities or the wishes of clients. Perhaps community or school sponsors fail to provide the kind of supervision that is necessary to insure the quality of volunteer work. Major public events may radically alter the course of the program. Whatever the reasons, there may be significant gaps between the intended objectives of the program and its actual outcomes. To understand why a program is or is not able to achieve its intended impacts, one must gather detailed information about how the program was actually carried out.

Program Monitoring Questions. To be useful, program monitoring should be initiated early and carried on throughout the life of the program. Utilizing information obtained from program records, observations of activities, self-reports, and other sources, the monitoring process can result in detailed documentation and a precise description of all program activities, including any unexpected variations or new conditions that may have altered the program's initial design. This information should allow the program staff to answer evaluation questions such as:

- In what ways is the program departing from its original plan? What unanticipated factors are altering the program?
- Are the activities being carried out the same as those which were initially planned?
- Is the program involving the people that it set out to involve? In the numbers that were intended?
- What problems have arisen in implementing the program? What factors are contributing to these difficulties and how can they be remedied?
- Are sufficient resources available to insure the program's success?
- Is sufficient progress being made to justify continuing the program?

Program monitoring can thus be seen as serving two purposes: first, it alerts staff to problems with the design or implementation of the program; second, it provides information to help staff determine which elements have contributed to the program's eventual successes or failures.

Formative Evaluation. Taken together, the activities that take place during the planning and monitoring phases of evaluation are known as formative evaluation: **the process of collecting and sharing information for the purpose of designing and improving the operation of a program.** The formative stage is the developmental period of the program's life, the time of trial and error in which program staff are working to define goals, implement the program properly, revise objectives and activities to meet changing needs, and get some preliminary indications that participants are benefiting from the program as intended. The formative evaluator is thus concerned with:

- **describing and monitoring** program activities;
- **looking for problems** in the ongoing operation of the program;
- **identifying areas which need improvement;**
- **seeking evidence of progress** toward the eventual achievement of program goals.

Formative evaluation is intended to assist program planners in defining program goals and determining how the program can be made to work. It is thus a powerful ally of those who coordinate service-learning programs, a systematic means of insuring that the program is clearly defined, logically designed, and able to be implemented in a way that will achieve the desired results.

PHASE 3: SUMMATIVE EVALUATION

While formative evaluation provides information to guide the ongoing development of a program, summative evaluation (also known as "impact" or "outcome" evaluation) assesses the overall effects of a program, its total impact on the situation it was designed to address. The summative evaluator may set out to determine how well the goals of the program have been met, how the program affected participants, or how efficient (in cost or effort) the program was in accomplishing what it did. Quite literally, summative evaluation summarizes the program's accomplishments; thus, summative evaluators are concerned with answers to questions such as: What effects did the students' presence have on the community's needs for service? On individual recipients of services? Did students learn what was intended from their experiences as volunteers?

At its most rigorous, summative evaluation tries to determine not only what changes have occurred, but also **that it was the program itself**, rather than other factors, which was directly responsible for the benefits that have been discovered. Summative evaluation is thus concerned with establishing the cause of the benefits as well as their existence. It is this summative phase of evaluation, this final assessment, that most people think of when they hear the term, "evaluation." Yet summative evaluation cannot be undertaken unless formative evaluation has already been done—that is, unless program goals and objectives have been clearly stated and the program itself has been shown to have reached the people that it set out to reach. Indeed, **in order to conduct a summative evaluation, evaluators must build on the documentation of the formative phase, establishing early in the program's history a plan for collecting information that will demonstrate that the program achieved its objectives.**

Limitations of Summative Evaluation. For many reasons, the assessment of the outcomes of service-learning programs is a very challenging task. The community issues that such programs attempt to address are complex and have many causes. The impact of service-learning programs on such issues is likely to be small and difficult to measure. Even if significant changes can be discovered, it is often hard to prove that these are the direct result of the work of student volunteers. Similarly, in the educational arena, it may be difficult to demonstrate that student growth occurring during community service is the result of the student's participation in the program and not of other factors.

Because of these difficulties, it is unrealistic for service-learning evaluators to try to establish the precise role their programs plan in bringing about measured benefits. Instead, summative evaluations may be viewed along a continuum of measurement, with most occurring at the first or simplest level and a few at the last or most complex and convincing:

Level 1: Self-report measures: participants say they have been affected. Significant other people offer testimonials to the program's effects.

Level 2: Other documentary evidence of effects, apart from participants' statements. Before-and-after studies using measurement instruments, expert reviews, observable changes in the situation under study.

Level 3: Evidence that the program itself is responsible for measured effects, e.g., participants are compared with non-participants to determine if changes can be attributed to the program.

Level 4: Evidence that particular effects are the direct result of particular properties of the program. Participants in different programs are compared to each other and to non-participants.

Although an excellent case can be made for the use of more rigorous evaluations such as those in Levels 3 and 4, these are seldom feasible or even necessary for service-learning programs that need to demonstrate their educational or community service value. In determining what level of assessment to undertake, one should consider what kinds of "proof" will be convincing to those who will examine the evaluation results. Under most circumstances, it is possible to satisfy requirements for basic accountability and to improve the daily operation of programs by adhering to the program development model, carefully and systematically gathering information from a variety of sources throughout the history of the program, then compiling it to provide an overview of program activities and to suggest the program's effects.

SEVEN STEPS IN PLANNING AN EVALUATION

Whether you are undertaking a formative evaluation, attempting to improve a program's ongoing operation, or a summative evaluation, assessing its overall effectiveness, there are seven basic steps that must be carried out.

STEP 1: ESTABLISHING A CLIMATE OF COOPERATION AND SUPPORT. Program evaluation is a process that in some way impinges on the life of everyone associated with a service-learning program. Students and community residents will at some point in the process be asked to contribute information about themselves and their experiences in the program. Program staff will find it necessary to articulate clearly what their purposes are. Funders, agency personnel, and teachers will have questions that they want answered about the program. It is thus essential that the many partners to a service-learning endeavor:

- see the value of an evaluation effort,
- understand the role they are to play in it,
- have the opportunity to contribute their suggestions to the design of the study and to share their concerns about the undertaking.

Unless generating an understanding of and support for the evaluation process is the first order of business in the planning of a program evaluation, the effort can fail, sabotaged by threatened program participants or victimized by design flaws that knowledgeable participants might have corrected had they been invited to participate. Evaluation should always be approached as an interactive, negotiable process.

STEP 2: ESTABLISHING THE EVALUATION'S PURPOSE. A service-learning program presents to an evaluator an embarrassment of riches. Such programs typically involve large numbers of students working as volunteers in a vast array of community settings. Often, each volunteer experience is individualized both in terms of what the student hopes to gain from the program and what benefits community participants are to derive from the students' efforts. In addition to the individuals who are immediately involved in providing or receiving volunteer services, numerous other parties, from community agencies to educational institutions to the program's funders, also have an interest in the program. Clearly, service-learning programs have many components that may be in need of evaluation, many audiences that may have a particular interest in receiving specific kinds of information about the program, and thus many purposes that an evaluation effort could conceivably serve. Until it is clearly established who will be using the results of an evaluation, and to what use they intend to put the information, it is impossible to determine what the purposes of the evaluation should be or what information should be gathered.

Any service-learning evaluation effort must begin, then, with

- a review of the many potential audiences of the evaluation,
- a review of the reasons for their interest in evaluation,
- the determination of which perspective(s) to try to address in the choice of the scope, processes, and participants in the evaluation.

Of course, evaluation priorities are often set by circumstances beyond the control of the program itself. A funder, for example, may require prescribed data be submitted as a condition for continued funding, or the sponsoring school may require evidence of the program's educational merit. Whether the evaluation's purpose is externally imposed or the result of internal decision-making, the fact remains that the intent and scope of the evaluation must be manageable and concretely defined before any evaluation work can be done.

STEP 3: FORMULATING EVALUATION QUESTIONS. After determining the audience and hence the purpose of program evaluation, the evaluator must next structure the evaluation to produce information that will be believable to those who will use it. Establishing the evaluation's credibility requires:

- the clear articulation of the program's goals and objectives,
- the careful documentation of the program's activities,
- identification of the kinds of information that will be accepted as evidence that the goals are being met.

Neither formative nor summative evaluations can be undertaken until a program description that contains these three elements has been formulated and its basic tenets agreed to by all parties involved. The "first commandment" of program evaluation is: articulate and operationalize the program's goals and objectives.

STEP 4: CONSTRUCTING AN EVALUATION DESIGN. An evaluation design is a plan that specifies what information will be collected and from whom. It usually involves grouping program participants and manipulating variables (such as time or level of participation) so that the actual workings of the program are clearly revealed. The most important purpose of a design is to insure the gathering of comparative data so that the evaluator can conclude with some certainty what actually can be attributed to the program under study and what may be due to other factors. Among the most common types of evaluation designs are the following:

- **Case Designs**, which examine a single group of participants in great detail. (In evaluating a service-learning program, the case design might describe the experiences of a particular group of student volunteers, for example, in order to answer questions about their activities and the results of their involvement.
- **Single Group Designs.**
  a) **Before-and-After-Designs**, which compare the state of participants at two different points in the program. (In evaluating learning outcomes, for example, the before-and-after design might be utilized to test students' knowledge, skills, or attitudes at the beginning and end of a semester.)
  b) **Time Series Designs**, which compare the state of participants at regular intervals, e.g., weekly, monthly, or quarterly, before, during, and after the implementation of a program. (For example, a child being tutored in reading by a student volunteer might be tested at regular intervals to determine her progress in mastering literacy skills.)
- **Comparative Designs**, which compare some aspect of a group under study with another group which has not been involved in the program. (For example, career awareness of students who have served as volunteers might be compared to that of students who have followed a course of study done entirely in the classroom.)

In selecting among the many available designs, evaluators strive for the level of comparative information that is needed to answer the questions that have been posed about the program, and to insure the credibility of the study with the audience(s) for which it is intended. The more rigorous the design, the more difficult the results are to refute.

STEP 5: COLLECTING INFORMATION. Developing a plan for collecting information involves finding the most efficient, valid, and reliable techniques for gathering and organizing the data needed to answer evaluation questions. The major task here is the selection of appropriate data-collection instruments from among the variety of available devices: questionnaires, attitude surveys, rating and ranking scales, interviews, achievement tests, performance tests, observations, and archive reviews.

Each of these methods has its own advantages and disadvantages; thus, evaluators need to carefully consider all the options to insure a good "fit" between the instruments used and the problem under investigation. When thoughtfully analyzed, each evaluation question will suggest its own best measure. In general, it is wise to take several different measures of each item under investigation,[6] since two or three pieces of evidence that suggest the same result are more convincing, and likely to be more accurate, than the results of a single measure. (At the same time, it is important to avoid collecting information that will never be used, or that is of questionable validity. A little high-quality data is vastly superior to a mountain of unusable junk.)

In deciding which instrumentality is the most appropriate to the evaluation planned, it is important to realize that there are usually clear trade-offs between formal and informal measures of service-learning phenomena. The more structured the measure (e.g., closed-ended questionnaires), the more time it takes to design; the more informal the measure (e.g., open-ended interviews), the more time it takes to code, analyze, and interpret the data. Help in preparing instruments is available to the program evaluator in the form of pre-designed measures. In deciding whether to select an existing measure or design a new one, the evaluator should consider the time time, cost, and talent available to develop instruments from scratch, how much pressure to produce valid and reliable results exists, and how closely established instruments meet one's objectives. While developing an instrument specifically tailored to one's own evaluation is often the best way of getting the needed information, such an effort may be beyond the scope of the intended evaluation.

Once evaluation instruments have been selected, the final steps in planning information collection are to:

- carefully delineate what tasks need to be accomplished to complete the evaluation;
- decide who should do them;
- decide a timetable for when things should be completed.

STEP 6: ANALYZING INFORMATION. Information analysis is the process of summarizing and synthesizing data to find answers to evaluation questions. The methods used to conduct data analysis range from descriptive, qualitative analysis to formal, statistical analysis. Almost all presentations of evaluation data employ descriptive statistics (frequency counts, averages, and measures of variation and range) and attempt to explain evaluation results by summarizing information, identifying patterns or trends, comparing participants and other program components, and establishing relationships among variables. In order to conduct such analyses, it is necessary to:

- summarize the raw data obtained through the evaluation process and organize it in summary charts, graphs, diagrams, and other visual displays;
- determine what analysis methods are appropriate to establish the relationships among variables;
- ascertain what resources are available for conducting the analysis, e.g., computer facilities, the services of a statistician, etc. (Realistically, marshalling such resources should begin very early in the process of planning an evaluation, even though they are not actually used until much later.)
- record and store the raw data in a form appropriate to the data collection method employed, e.g., journals of field notes or computer code books.

A final, critical step is the interpretation of results, certainly the most delicate step in the data analysis process. In thinking about the meanings that can be ascribed to evaluation data, it is important to recognize the differences between statistical significance and programmatic significance.[7] While statistical significance demonstrates that the measured effects of an evaluation can indeed be attributed to the service-learning program and did not occur by chance, programmatic significance refers to outcomes that have meaning in terms of the program's own goals. It is often the latter that is of greater value to service-learning coordinators in attempting to justify their programs. Since service-learning program evaluations are usually conducted over short periods of time (i.e., less than one year), the chances of gaining statistically significant results is less likely.

STEP 7: REPORTING EVALUATION INFORMATION. Although evaluation results are meant to be used, they are often lost or buried because of inappropriate reporting. Formative evaluation results, for example, may arrive too late to be integrated into the daily operations of a program. On the other hand, the most significant results of a summative evaluation may be buried in technical jargon or in a mountain of statistics. Evaluation results will be most useful if they are:

- translated and interpreted so that their practical implications are apparent;
- provided soon enough so that recipients can act upon the results;
- clear about the limitations of the study that was undertaken.

To insure that evaluation reports are understandable, they should be organized in the following format:

- an introduction that describes the program, the evaluation questions that were asked, and the intended limits of the scope of the evaluation;
- an explanation of the design strategy used for the evaluation, including an appraisal of its limitations;
- an explanation of the data collection methods that were used;
- an explanation of the methods used to analyze the data and the results of the analysis;

- answers to each of the evaluation questions, including elaborations and interpretations;
- recommendations that follow from the findings.

The importance of careful, modest, and accurate presentation of evaluation findings cannot be over-emphasized. Finally, it is important to recognize that reporting of evaluation results need not be a one-time thing. Strategic presentation of evaluation findings is also key.

This brief overview of the program evaluation process underscores the fact that each evaluation must be tailored specifically to the program under study. While there are common concepts, accepted procedures, and professional standards that are generally recognized as fundamental to program evaluation, every program's needs for evaluation are uniquely related to the program itself. The evaluation of a service-learning program is thus a deliberate act: each time, evaluators decide what they need to know, what audience requires the information, and what degree of rigor will be acceptable. This is the context in which NCSL offers this casebook to service-learning practitioners. The evaluations presented in the following pages describe how service-learning program operators have decided what to evaluate about their programs and how to do it. Each chapter is a case study of how one program adapted evaluation concepts to the design of a manageable evaluation that yielded useful information to an ongoing program.

MICHELE WHITHAM has worked as a practitioner in the service-learning field for 14 years, directing programs at both the secondary and university levels. Since 1975, she has held a faculty appointment in the Field Study Office at the New York State College of Human Ecology at Cornell University in Ithaca, NY, where she coordinates undergraduate field study programs in upstate New York. Since 1980, Michele has served as a trainer and curriculum consultant for the National Center for Service-Learning, where her assignments have included the design of NCSL's topical seminar on Program Evaluation.

NOTES

1. This standard definition of evaluation is derived from **Webster's New World Dictionary**, New York: World Publishing Company, 1960. "Evaluate . . . to find the value or amount of; to determine the worth of; to appraise."

2. This definition of service-learning is adapted from Robert Sigmon's "Service-Learning: Three Principles," which appeared in the Spring 1979 issue of **Synergist**, pp. 9-11.

3. Variants of this view of the evaluation process crop up throughout the literature on program evaluation. See, for example, the comprehensive evaluation model defined in Rossi, P.H. and H.E. Freeman, **Evaluation: A Systematic Approach**, Beverly Hills CA: Sage Publications, Inc., 1982 or the CSE (Center for the Study of Evaluation) Evaluation Model presented in Morris, L.L. and C.T. Fitz-Gibbon, **Program Evaluation Kit: Evaluation Handbook**, Beverly Hills CA: Sage Publications, Inc., 1978.

4. Goal-free evaluation focuses on assessing the actual, not the intended, effects of a program. Such evaluations attempt to determine that the impact of a program was based on criteria apart from those specified by the program's own planning framework. Sriven, for example, assesses program worth against a fixed set of humanitarian goals, regardless of a program's own goals and objectives. This is not the approach developed in this casebook, which takes up instead assessment of fit to a program's stated goals and objectives. For a discussion of the pros and cons of goal-free evaluation, see Popham, W.J. (Ed.), **Evaluation in Education: Current Applications**, Berkeley CA: McCutchan, 1974.

5. These levels of measurement are neatly articulated and clearly described in Hamilton, Stephen F., "Experiential Learning Programs for Youth," **American Journal of Education**, 1980, 88, pp. 179-215.

6. The process of using multiple measures of the same phenomena is known as "triangulation," a method defined by Webb, E.J., D.T. Campbell, R.D. Schwartz, and L. Sechrest, **Unobstrusive Measures: Nonreactive Research in the Social Sciences**, Chicago: Rand McNally Publishing Company, 1966.

7. This distinction is thoughtfuly suggested in Fink, A. and J. Kosecoff, **An Evaluation Primer**, Beverly Hills CA: Sage Publications, Inc., 1978.

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Eric C. Little

ASSESSING STUDENT AND COMMUNITY NEEDS

Preliminary to program evaluation is program planning, a process which includes the assessment of both student and community needs. Through the use of simple survey forms and face-to-face assessment methods, the Youth in the Community program provides regular opportunities for participants to communicate their needs directly to one another. The YIC approach, which combines continuous information sharing with careful recordkeeping and information management, assesses needs in a way which is both personal and systematic.

Since 1979, the Youth in the Community program (YIC) of the Volunteer and Information Center of Greater Birmingham, Alabama, has worked to place high school and college students as volunteers in community agencies. From the very beginning, YIC has had as an important goal the matching of students' educational and service interests to the community's greatest needs. YIC has thus always been engaged in ongoing, informal needs assessment.

AN AGENCY SPECIALIZING IN NEEDS ASSESSMENT

The Volunteer and Information Center of Greater Birmingham (VIC) is a United Way agency serving a tri-county area in Alabama. This center is one of a group of agencies, known as Volunteer Bureaus or Voluntary Action Centers, which were founded throughout the nation to provide comprehensive services in the field of volunteerism. These services include volunteer recruitment, consultation to existing programs, training for agency staff, and publication of resource materials about community services. As liaison between social service agencies and local citizens, the Birmingham VAC coordinates both human services information and return volunteer activities.

The information and referral component of the agency is designed to help people find the services they need. One major problem that many people face in times of crisis is knowing where to begin to get help. To solve this problem, VIC provides a centralized phone number, answered by information specialists trained to refer callers to the agency that can best meet their needs. In addition, the agency publishes annually a **Community Resources Directory** which lists social services available in the Birmingham area. This directory is used by social workers, businesspersons, local government officials, clubs, and others in the social service field. In effect, VIC specializes in needs assessment by maintaining and disseminating comprehensive, up-to-date information on the services available to the people of Birmingham. In addition to providing information and referral services, VIC also acts as the city's central resource for matching people with volunteer jobs that suit their interests. One component of VIC's work in promoting volunteerism is the Youth in the Community program (YIC).

DOCUMENTING PERCEIVED NEEDS

YIC was initated in 1979 to address a variety of problems associated with matching interested young people to volunteer jobs. Many talented and willing youth were not involved as volunteers then because they did not know where to find job information. Others did not understand the need for student volunteers. Community agencies were frequently frustrated because their efforts to get students involved in volunteering did not reach the appropriate student populations. In addition, the long established, best known agencies were getting the majority of talented volunteers, while other groups received little or no volunteer help. Something was needed, community leaders argued, to bring the two constituencies together.

To address this situation, the Volunteer and Information Center decided to establish a program to provide organized information about volunteer opportunities to students and to assist agencies in finding the right volunteers to meet their needs. The Student Volunteer Coordinating Committee, a subcommittee of the VIC Board composed of agency staff, high school and college faculty, and other community leaders, was formed to secure funds for the new program from the United Way and to spearhead a search for a full-time program coordinator. With these resources in place, YIC began operations in July 1979.

The first job confronting the coordinator was to survey community agencies to determine their needs for volunteers. With the assistance of the original organizing committee, the coordinator developed an Organization/Agency Request Form (Appendix A) to gather this information and sent it to all of the agencies in its tri-county area. Persistent telephone follow-up resulted in the return of the majority of the forms. The information obtained in this way was then put into a reference file for use by the coordinator. Some of the information was incorporated into a brochure (Appendix B), which had been published several years prior to the formation of the YIC program. This brochure was distributed to high schools, colleges, and community service organizations, and provided a valuable resource to the YIC program. The brochure continues to be updated through annual mailings of survey forms to agencies, at a cost of approximately $200 per year. In addition to this ongoing needs assessment process, YIC also continually seeks information on new volunteer opportunities through: 1) information available through the media, speaking engagements, and other public relations activities, 2) the Community Resources Directory, which is updated annually by VIC staff and thus serves as a guide to new agencies that may have emerged during the preceding year, and 3) a monthly "DOVS" meeting (Directors of Volunteer Services), at which volunteer coordinators from all over the Birmingham area assess their own needs and discuss ways of meeting them.

The second task facing the new YIC coordinator was to find ways to assess the needs of students looking for volunteer positions and to direct them to appropriate agencies. Working with local educators, the coordinator identified high school counselors and college placement directors who were willing to serve as contact persons for their organizations with the YIC program and to channel agency requests for volunteers to the appropriate places. Educational insitutions participating in the program completed a Registration Form designed to facilitate the matching process (Appendix C); these forms are kept in the YIC files. A Volunteer Interest Form

(Appendix D) was also devised to record information on individual student volunteers.

Youth in the Community was thus formed to serve as the "missing link" between the youth of greater Birmingham and the social service delivery systems that use volunteers. The program emerged, as programs often do, from a perceived need that had been documented through systematic information gathering. In the process of undertaking this needs assessment, segments of the community which had been fragmented were now working together to solve common problems. YIC continues today to serve as the central coordinating agency for high school and college student volunteers in Jefferson, Shelby, and Walker counties. Like the Volunteer and Information Center as a whole, it is founded on, and committed to, the needs assessment process.

DOCUMENTING CHANGING NEEDS IN A CHANGING SOCIETY

The Face-to-Face Matching Process. The experiences and needs of students today are not the same as they were yesterday. Educational programs are now mandated to satisfy the needs of a wide range of students; age, gender, race, socio-economic status, achievement, ability, and attitude are just some of the variables which service-learning educators must address when formulating programs for youth. Similarly, the community itself is a dynamic entity that offers ever-changing opportunities to student volunteers. Amid these complexities, the YIC program has come to rely on a face-to-face, individualized matching system for maintaining the vitality of its services. This ongoing needs assessment process emphasizes sensitivity to student needs and interests on the one hand, and a constant search for new and adventurous volunteer opportunities on the other.

Consider the following example: David X, a minority youth who had attended a local college, called YIC in quest of a volunteer job in law and completed the Volunteer Interest Form (Appendix D). Analysis of the form revealed a clear preference for people-oriented work situations and a desire for a "flexible" work environment, which was interpreted to mean that David wanted opportunities to use his own creative abilities. In addition, David supplied a list of recent courses and grades, which indicated that he is a person of considerable intellectual ability. The assessment process was not yet complete, however; face-to-face contact would be needed to verify these interpretations of David's forms and academic records.

At his interview, David's conduct was business-like. He was neat and well-groomed, congenial and comfortable meeting people, all of which confirmed his preference for working with others. He spoke intelligently and genuinely, thus verifying his intellectual aptitudes. He talked about career goals, aspirations, and interests with a seriousness that said, "I know what I want in life." Having completed this reassessment of David's needs and interests, the YIC staff discussed some possible placement sites with him; this review helped David to further define his interests and led to his decision not to participate in placements which would not give him actual "hands-on" experience. Instead, David wanted to become involved in a situation that would allow him to use some of his own initiative. Based on both the interview and on additional information gained from the discussion of placement sites, the YIC staff arrived at the following final assessment of David's placement needs:

1) Since he was a minority student, real or assumed racial barriers should be considered in his choice of placement.

2) To gain the kinds of experience needed for his chosen profession, David needed a service-learning experience that involved working with people from different socio-economic backgrounds.

3) David would need a placement that allowed him to use his intellectual abilities creatively.

In the YIC files there was a relatively new "Victim-Witness Assistance Program," which operated out of the District Attorney's office. This program was designed to assist victims or witnesses of crimes who wished to report important information while keeping their identities secret. YIC's developing relationship with this agency indicated that race would not be a problem. As far as meeting new people was concerned, there are few places in the city busier than the county court house. After hearing about David's abilities, the coordinator of the Victim-Witness Assistance Program was willing to use David in reviewing criminal cases, attending court hearings, listening to evidence from clients, and making reports. Finally, because the program's coordinator was a graduate of David's college, she understood the nature of the school's curriculum and was better able to help meet the needs of both the college and the student. This position was recommended to David, and he agreed to have an interview, after which the position was offered to him. David's acceptance of the job offer completed the placement process. A match had been made, based on David's abilities and interests and the needs of the Victim-Witness Assistance Program.

A phone call from the program's coordinator several months after David's placement confirmed that the agency was very pleased to have him as a volunteer. His service met the agency's need for a dependable, efficient, and genuinely interested person to work with its clients. The agency could not afford to spend much time training someone in the basic elements of jurisprudence, thus David's law background was especially welcome. Further, his zeal and self-motivation eliminated the need for constant agency supervision—a real advantage in such a busy office. For David, race had not been a barrier in his choice of placement, he was getting the experience he needed, and he could use his intellectual skills for his own professional growth. The placement culminated in a permanent, paid position for David on the Victim-Witness staff.

This example of how YIC works to meet the needs of individual and agency participants accurately represents the program's commitment to needs assessment through direct communication. It is YIC's experience, for example, that students often have realistic insights into what they need to know and where they need to increase their skills in order to participate meaningfully in volunteer experiences. This belief stands in contrast to that of educators who believe they are solely qualified to define student needs. Bradshaw (1974), for example, presents four aspects of the need concept, only one of which he defined as "normative needs," i.e., those diagnosed by an expert for a specific group in a given situation. The normative needs in education, according to Bradshaw, are defined by certified professionals who have been delegated to bear this responsibility by society on the grounds that they are better qualified to perform this function than are the recipients of their expertise. Teachers, administrators, and departments of education have thus been given the authority to decide what is to be learned, by whom, for what purposes, and under what conditions. The disadvantage of this philosophy is that it minimizes the importance of the contributions that students, parents, and community agency professionals can make in the total assessment process. The following description of a student conference on volunteerism further illustrates the strategy of face-to-face participant involvement in needs assessment routinely utilized by the YIC program.

The Conference on Youth Volunteering. This conference was sponsored in 1981 by the Volunteer and Information Center, and was attended by high school and college students from many Birmingham academic institutions, high school and college faculty, and volunteer coordinators from various hospitals and other social service agencies. The purposes of bringing these diverse participants together were to reassess the current needs of each vis-a-vis volunteerism and to work out methods for meeting those needs. The three basic questions addressed in the conference were: 1) What do we need to negotiate with other participants in the process in order to improve youth volunteering? 2) What insights are needed to enhance existing programs? 3) What solutions can be offered to solve problems uncovered by needs assessment?

The conference was divided into four workshops, each composed of a different participant group: 1) youth volunteers, 2) high school faculty, 3) college faculty, 4) agency and institutional personnel. Each group was to develop five recommendations from its point of view, related to the above questions, and to present these for discussion in mixed groups during the afternoon session. The purpose of the entire process was to inform each constituency of those things that their partners in the volunteer experience needed in order to contribute most effectively to the total volunteer enterprise. Out of their discussions, for example, the student group made the following recommendations, which reflect their perceptions of their own learning needs:

Student Recommendations

1) Work in volunteer placements should be challenging, educational, interesting, and character-building—work should be more than just time-consuming.

2) Tangible benefits need to be provided for volunteers in the form of free parking, meals, uniforms, etc.

3) Health occupation education (HOE) volunteers should be given the opportunity to observe actual work settings in preparation for their volunteer experiences.

4) More emphasis needs to be placed on recruitment and publicity. Teams of students could be used to visit schools to provide information about specific details, responsibilities, and opportunities available to volunteers.

5) Communication:

a) During orientation, specific responsibilities for incoming volunteers should be defined by volunteer coordinators and supervisors to prepare students for the service-learning experience.

b) Activities of the supervisors, schools, volunteers, and agencies should be coordinated to insure positive attitudes and experiences.

c) Students are responsible for initiating communication with their supervisors about dissatisfactions or other concerns.

Similar recommendations were generated by the other three constituent groups. Agency staff members, for example, submitted the following list:

Agency Staff Recommendations

1) School faculty need to be more sensitive to agency staff.
   a) Don't send agencies students who do not possess good work habits or who are unable to complete assignments.
   b) Work with volunteers to define the length of their commitments at the beginning of their periods of service.
2) Values such as self-motivation and initiative need to be stressed to volunteers.
3) Volunteers should be used on agency advisory boards to promote their upward mobility and professional growth.
4) Better communication and sharing of ideas should exist among agencies.

At the closing session of the conferences, copies of the above recommendations were distributed to all participants, who were instructed to review them and implement as many of the suggestions as possible. In addition, it was agreed that the recommendations should be reviewed at next year's conference so that participants could assess the progress that had been made toward accomplishing the recommendations. At that time, the suggestions that had not been acted upon would be addressed again to insure that they would be carried out.

How were these recommendations and needs statements actually used to improve the volunteering process? Even though change did not occur in every situation mentioned, there was ample evidence that the needs of all constituencies were being met better through subsequent efforts to act on conference recommendations. The following are examples:

Benefits for Volunteers

- A local V.A. hospital which uses many volunteers began to make plans for a volunteer parking lot.
- In response to student requests to observe actual work settings, tours were arranged by some local hospitals for students who wished to observe the workings of a medical facility.
- The American Red Cross and other agencies began using youth volunteers on advisory boards and planning committees, and as workshop and conference facilitators.

Recruitment

- The YIC program coordinated the recruitment of students to participate in "Volunteer Awareness Teams," which publicized volunteer opportunities within their schools and used peer influence to recruit volunteers. The response to this was terrific!

Communication

- With YIC's help, various youth-serving agencies began to sponsor assertiveness and communication workshops for young people from all over the Birmingham area.

Faculty-Agency Relations

- Agencies had expressed the feeling that faculty often referred students who could not complete volunteer assignments. A small seminar, sponsored by YIC for high school and college faculty, explored ways of reducing this problem. It was decided that instructors and placement coordinators needed to provide more extensive orientation for student volunteers before the students reached the agencies. Emphasis was also placed on the responsibilities of the school coordinators to communicate agency requirements—time commitments, contract requirements, etc.—to prospective volunteers.

Volunteer Training

- Since many agencies felt that students tended to be low in self-motivation and initiative, YIC began to focus on these areas in periodic training sessions. (The success of these efforts was then assessed through surveys of agencies which used the students; overall, the students who have been trained scored "4" on a scale of 1 to 5, indicating considerable satisfaction with their performance.)

CONCLUSION

For YIC, the primary purpose of needs assessment is to plan new volunteer efforts or to improve existing ones; the key to accomplishing this is to ask participants to directly communicate their needs. In YIC's experience, direct confrontation of the issues of each constituency opens channels of communication in the community and proves to be mutually beneficial to everyone.

ERIC C. LITTLE is a graduate of Alabama State University, Montgomery, where he received the B.S. degree in Social Work. He currently serves as Coordinator of "Youth in the Community," the community-based volunteer referral program described in this chapter, and as State Director of Education for the Church of the Lord Jesus Christ, Inc.

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APPENDIX A

VOLUNTEER AND INFORMATION CENTER OF GREATER BIRMINGHAM, INC.
3600 Eighth Avenue, South
Birmingham, Alabama 35222
Phone - 323-0000

**ORGANIZATION/AGENCY REQUEST
FOR
HIGH SCHOOL AND COLLEGE STUDENT VOLUNTEERS**

Agency Name ______________________________

Address ______________________ Telephone ______________

Location of Agency (if different from above address) ______________

____

Hours ______________________ Days of Week ______________

Minimum length of commitment ______________________

Description of duties ______________________

____

____

Qualifications ______________________

____

Number of volunteers needed __________ Minimum age of volunteers __________

Special volunteer costs or requirements (uniform, transportation, etc.)

____

Benefits provided by agency (free parking, meal(s), insurance coverage, etc.)

____

Orientation and Training (time involved) ______________________

Volunteer Recognition ______________________

Agency Contact Person ______________________ Phone ______________

(I understand that the information listed on this data form will be included in the Volunteer and Information Center's file of Volunteer Opportunities and will be used to make volunteer referrals. It will also serve as the basis for data to be listed in the Directory of Volunteer Opportunities which is distributed to schools, clubs, civic and religious groups and to businesses in the Jefferson, Shelby and Walker County areas.)

______________________________ ______________
SIGNATURE OF PERSON COMPLETING THIS FORM DATE

APPENDIX B

SAMPLE PAGE
WHERE TO VOLUNTEER

(Directory of Volunteer Opportunities Published by Volunteer and Information Center of Greater Birmingham, Inc.)

JEFFERSON COUNTY DISTRICT ATTORNEY 325-5272
VICTIM/WITNESS ASSISTANCE PROGRAM
801 Courthouse
Birmingham, Alabama 35203

CONTACT: Carole Smitherman,
Director

PURPOSE: To provide assistance and support to victims/witnesses of crimes in Jefferson County.

VOLUNTEER OPPORTUNITY

VICTIM/WITNESS ASSISTANT

Duties: Assist victims, witnesses, and the Deputy District Attorney with information regarding the status of court cases, victim property return, court appearance problems, placement of witness for stand-by to court and other related activities.

Qualifications: Adult; ability to work effectively with public; good telephone skills; interest in criminal justice system.

Time: Hours of operation are 8:00 am - 4:30 pm, Monday through Friday. Volunteer may choose hours during this time.

Training: Orientation and on-the-job training.

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APPENDIX C

VOLUNTEER AND INFORMATION CENTER OF GREATER BIRMINGHAM, INC.

REGISTRATION FORM FOR COLLEGES/UNIVERSITIES

Send To: Youth in the Community
Volunteer and Information Center
3600 8th Avenue South, Suite 504
Birmingham, Alabama 35222

Date ________________ 19 _____

Name of College Contact Person ______________________________

College or University ______________________________

Address ______________________________

______________________________ Phone ______________________________

Total number of students to be involved in community placements ____________

Name of Agency	Number of Students, Program and Dept.	Time Period of Program

Signature ______________________________

APPENDIX D

VOLUNTEER AND INFORMATION CENTER OF GREATER BIRMINGHAM, INC.

VOLUNTEER INTEREST FORM Date ________ 19____

NAME ____
(Last) (First) (Middle)

ADDRESS ____
(Street) (City) (State) (Zip)

PHONE ______________ BIRTHDATE __________ AGE ______ MALE () FEMALE ()

GRADE ____________

MAJOR ____________

MINOR ____________

____
SCHOOL NOW ATTENDING

SCHOOL COORDINATOR (Counselor or Advisor) ______________________________

TEACHER OR PROFESSOR ______________________ PROGRAM ______________

DO YOU HAVE ANY PHYSICAL LIMITATIONS WHICH WOULD NARROW YOUR CHOICE? Yes__ No__

If yes, indicate areas in which you cannot participate: ______________________

____

Listed below are several areas of volunteer opportunities that may be of interest to you. Please select three choices (1st, 2nd, and 3rd areas of interest):

( ) Animal Care
( ) Arts/Cultural
( ) Arts & Crafts
( ) Clerical/Office Assistance
( ) Communications
( ) Corrections/ Crime Prevention
( ) Day Care Service
( ) Disaster Service
( ) Driver Service
( ) Education
( ) Health - Physical or Mental
( ) Journalism
( ) Library
( ) Recreation
( ) Rehabilitation/Social Adjustment
( ) Research
( ) Service to the Physically Impaired
( ) Social Services
( ) Summer Camp Programs
( ) Telephone Counseling
( ) Tour Guidance

Please add any specific area you are interested in not mentioned above:

____

Do you prefer to work directly with people or "behind the scenes"? ____________

____

Which of the following do you prefer to work with? PLEASE CIRCLE YOUR CHOICE(S):

(a) One-to-one
(b) Groups
(c) Children
(d) Youth
(e) Adults
(f) Elderly
(g) Handicapped

Do you prefer a structured or flexible setting? ______________________

Do you have a preference as to the agency where you would like to volunteer?
Yes__ No__ If yes, please indicate: ______________________________

(pg. 2)

VOLUNTEER INTEREST FORM

Do you have a preference as to the geographic location? If so, where? ________

____

Do you have available transportation? ____

Have you been a volunteer before? _____ If yes, where? ____________________

What were your duties/responsibilities? ____

____

How would you rate your previous volunteer experience: Excellent-Good-Fair-Poor?

Comments: ____

____

SUBJECTS LAST SEMESTER	FINAL GRADE

PRESENT SUBJECTS	TEACHER

When are you available for an interview? (Dates, days, and time) ____________

____

Days and hours preferred for volunteer opportunity? ____________________

Are you a member of any school organizations? If so, please list: ____________

____

Career Interests:
a) College ____
b) Graduate School ____
c) Employment ____
d) Other ____

Hobbies and Personal Interests: ____

____

SEND TO: Youth in the Community
Volunteer and Information Center
3600 8th Avenue South, Suite 504
Birmingham, Alabama 35222

Michael Whitesage

PLANNING A SERVICE-LEARNING PROGRAM

The Center for Extended Learning at Eastern Washington University utilizes a comprehensive, annual program planning process to review its mission and goals, define objectives for the coming year, and describe specific activities and tasks to be accomplished by each staff member. The resulting program plan provides detailed direction for the staff and a basis for longer-term evaluation of the program and its personnel.

A game is frequently used to teach executives the importance of planning. Wooden blocks are spilled onto a table top; a team then has twenty minutes to discuss how they could create the tallest structure using these blocks. At the end of twenty minutes, the team is given three minutes to build their design. A second team, however, is allowed to work the entire time with the blocks. Who will create the tallest structure?

Planning is the foundation of successful service-learning programs. Intense planning usually occurs during the start-up period of new programs, but as tasks such as recruiting and placing volunteers become routine, reviewing old plans can seem tedious and a waste of time. Why plan when a program will be providing the same services as it did last year?

Nothing, of course, is the same as it was last year, especially in service-learning programs! We experience changes in personnel; budgets grow and diminish; the needs of the persons we serve shift. The only thing we know for sure is that things will be different. Accelerating change demands that we monitor shifting conditions and prepare ourselves to make efficient use of time and money. Program planning is the most important tool we have to either direct change or, at a minimum, to cope with the changes around us.

As the cornerstone of a program, planning establishes the basis for program management. Good planning equips a service-learning program manager to make better decisions, monitor program performance, and describe the direction of the program to external supporters or critics. And, since planning describes the intent of a program and its activities, it enables program managers to be intentional in making decisions.

Program planning also provides the finest opportunity for collaboration among program staff. Planning time allows staff to be contemplative about their program, their roles in helping it attain its goals, and their ideas about its future. Planning provides opportunities for the renewal of individual commitments and of a collective vision of the program's purpose.

Since the results of planning will affect all members of the program, good planning involves everyone. To leave a receptionist at a desk, and then plan to initiate a new program that will involve tripling the volume of incoming phone calls, denies the impact that the new activity will have on the time and resources of everyone. You may also consider including students and the persons they serve in the planning process; the information they provide could be invaluable in recruitment or the development of next year's publicity campaign.

Since program management is closely related to the fiscal year of a program, the planning cycle should parallel the fiscal one. Planning at the beginning of a fiscal year enables you to match your objectives and activities to the actual level of funding. It is vital that the plan you develop can be matched by the resources necessary to implement it. Although it may be exciting to stretch to achieve new objectives, it is also important that the plan be realistic and attainable. Nothing saps morale like failure. Matching your plan to resources (expertise, time, and dollars) bases the program in reality and helps keep morale high.

And what about our executives building their tower of wooden blocks? The team that spends time planning their structure invariably constructs the higher tower—not surprising, considering that time management experts point out that effective planning increases the efficiency of an organization up to threefold.

THE PLANNING PROCESS

The following pages describe the comprehensive planning process conducted each year at the Center for Extended Learning (CEL) at Eastern Washington University. The CEL is a multi-purpose education center for a public university of over 8,000 students. There are four major programs within the Center: field education, prior learning, training, and extended degrees. Within field education, service-learning is one of the program options through which students apply and test the learning they have acquired in the classroom. Service-learning thus plays an important part in the Center's broad mandate to provide off-campus learning opportunities.

The annual program-planning process used by the CEL staff requires three full days and is conducted away from the university in a retreat atmosphere. The entire staff is included, regardless of position. To bring information to the surface, the group uses collective brain-storming techniques, each led by a different staff member. Part of each discussion is facilitated by the Director, to insure that all voices are heard throughout the process and that the sessions maintain their focus.

The result of this process is a plan that relates the purpose of the Center's service-learning program to a statement of activities to be accomplished during the coming year, the human resources to be employed, and the schedule to be followed. This process, which has been conducted for the past four years, is an important part of why the CEL has increased its activities more than threefold during that time.

STEP 1: WHO ARE WE AND WHAT DO WE DO? Before any serious planning can occur, you must know who you are and what you do. This is most frequently described in a Mission

Statement or Statement of Purpose. All too often, these statements are subjects of ridicule simply because they are grandiose or vague, or because they do not reflect the purpose of the organization. A concise, accurate statement, however, is the foundation of all planning, since it informs people internally and externally of the purpose of the program. As we evaluate a program, we measure how effectively it achieved its purpose. If the program's purpose has not been accurately stated, its impact may be diffuse or unclear and thus difficult to measure.

At the CEL, our mission statement is developed on the basis of the premise that our purpose is to create changes in community service and in the education of our students. By considering the specific changes we intend to bring about, we are able to envision the impact of our program on specific groups of people whom we wish to serve.[1]

Using the above premise, we may next ask the following questions:

1) What changes does the CEL intend to bring about as a result of its activities?
   - increased learning options through service-learning;
   - integration of theory and practice;
   - access to university resources;
   - skills in problem-solving and self-reliance;
   - institutional and faculty development.
2) Who will be affected by these changes?
   - students;
   - the faculty;
   - the community;
   - the University as an institution.

By answering these two questions, we are able to sift out the ingredients of the organization's purpose, then recombine them into an overall mission statement, as follows:

> The Center for Extended Learning (CEL) serves students, Eastern Washington University, and the community by providing program options that recognize university-level learning wherever it may occur. Through service-learning, the CEL enables students to integrate theory and practice and to develop skills in problem-solving and self-reliance. The CEL provides the community access to university resources and links the university to the community by providing opportunities for institutional development and the faculty with avenues for professional growth.

This mission statement has proven to be broad enough to inspire the vision of the program staff, yet narrow enough to provide the necessary focus to set priorities and chart the program's direction.

STEP 2: WHAT WILL BE OUR IMPACT? Once the organization's mission has been

1. We owe this concept of our program's purpose to Sr. Tobias Hagan, a general counselor of the Sisters of St. Joseph of Carondelet and Long-Range Planning Coordinator for the St. Louis Province of that order.

established, we can consider its goals. Goals may be defined as statements that describe a desired state or condition. Phrased another way, they are specific descriptions of the ideal impact of our programs. Thus, goal statements describe what we will have accomplished if we achieve our mission completely. Referring back to the premise that our function is to create change, we next ask ourselves the following question and brainstorm the responses (bulleted items below):

What will be the ideal impacts of fulfilling our mission statement?

- increased opportunities to integrate service and academic learning;
- integrate service-learning into the community;
- extend the University into the community;
- provide opportunities for professional development;
- maintain a regional and national network;
- work cooperatively.

Note that, although the mission statement described "who we serve and what we have to offer," the goal statements below describe the future success of our activities. Using the results of our brainstorming, we developed the following statement of goals:

To carry out its mission, the CEL will:

1) increase opportunities to integrate service-learning into academic programs;
2) develop innovative service-learning programs that extend the University into the new arenas of programming, educational materials, and instructional techniques;
3) strive to have the CEL program recognized as an integral part of the University's curriculum and as a contributor to the future of the institution;
4) serve the community as a broker of University resources;
5) provide ongoing professional development opportunities for the EWU faculty and the CEL staff through their delivery of service-learning programs;
6) maintain a regional and national network to publicize the activities of the CEL and the University;
7) work cooperatively with other University offices to determine the CEL's mission and goals in an atmosphere which maximizes each person's personal and professional talents.

Once the goals have been drafted, they may be prioritized by the group. One of the easiest ways to do this is to assign points to each goal. Since we have developed seven goals, our most important goal is assigned seven points, the next most important, six points, and so on. Using this system, individual staff members set their own priorities, then the points for each objective are added together to determine overall group priorities.

Does all this seem tedious? Too much energy taken away from the tasks of program management? It is hard work, but we have found no other activity that brings the staff together and bonds our common purpose more tightly than this clarification of who we are and what we do.

Finally, the mission and goal statements may be combined into a unified statement of the program's intent. Going back to the initial brainstorming sheets, we now check to see if the document is complete. Has each of the groups that the program intends to serve (students, community, faculty, the University) been addressed in the mission and goals? Have each of the changes identified in the mission statement also been described in one or more of the goals? Do the goals reflect changes that will occur both within the organization and outside it? This final editing will make the finished planning document succinct and lend it tensile strength. The polished document should be disseminated broadly to program staff, the community, students, and the faculty, so that the program becomes known to the widest possible audience.

The CEL's organizational mission and goals are based on the assumption of helping community members and students cope with the accelerating changes that are a present-day fact of life. As we embrace this as the premise of our organization, we acknowledge that the mission and goal statements comprise a living document that can be revised to reflect changes ocurring around it. For instance, a decade ago, our students' greatest need was to become involved in their communities; today, their interests lie more in career exploration. Since the primary objective of the CEL is to provide opportunities to integrate service-learning into academic programs, we can adapt our activities to students' current needs rather than remaining attached to old program agendas. Our mission statement enables us to avoid being trapped by the vehicles of our service and allows us, instead, to keep our attention focused on the needs of the people we serve.

STEP 3: WHAT NEEDS TO BE DONE? The mission and goals paint the broad outlines of a program's future; the objectives describe the intended impacts of achieving these goals. Within the CEL, objectives define the specific tasks to be undertaken during the coming year. To concretize Goal No. 1, above, for example, we developed the following objectives:

GOAL: Increase opportunities to integrate service-learning into academic programs.
To accomplish this goal, the CEL will carry out the following objectives for the 1983-84 academic year:

- **Participants:** The CEL will increase program participation by 20%, by placing 500 students in service-learning sites. Of this number, 200 will be Freshmen and Sophomores and 300 will be Juniors and Seniors.
- **Applicants:** The CEL will increase student applications by 40%, by interviewing 1,000 applicants for service-learning positions. (The CEL intends to place 50% of these applicants, or 500 students.)
- **Service-Learning Sites:** The CEL will increase the number of sites by 30%, by developing 450 sites by the end of the summer of 1983. The remaining 50 sites will be developed by students or faculty.
- **Departments:** The CEL will increase departmental participation by 20%, by working with 33 academic departments to provide service-learning opportunities for their students.

Note the measurable characteristics of each of these objectives; in each one, the number of students, applicants, sites, or departments is specifically stated. Measurability is the key to developing good objectives, for several reasons: 1) Measurability provides built-in criteria by which the organization can judge its achievements. It provides targets. Falling far above or below the target raises questions about the productivity of the organization or the appropriateness of its goals, and enables the staff to assess why the objective was off target. 2) Measurability provides a reliable way to test the value of an objective. Simply dividing the quantity stated in the objective into the cost of achieving it gives a rough measure of its unit cost. This unit cost can then be compared to the unit costs of other activities to determine the objective's cost effectiveness.[2] For instance, it will cost $100,000 to place 500 students in service-learning sites for one academic year—no meagre sum, and certainly one that will raise the eyebrows of the Dean. However, it will cost $280,000 to place 500 students in classroom learning situations for the same period. By describing the program by unit cost and comparing it to the unit cost of other activities on our campus, we can evaluate our program more effectively.

The use of objectives is falling into disfavor as the pendulum swings toward informal styles of program planning. Critics rightly note that objectives can narrow a program's horizon and limit creative responses. One symptom of this might be a program's setting objectives at a comfortable level that could be too easily achieved. Such a situation, we have found, is more a symptom of organizational ill-health than a problem inherent in developing objectives. If a program's objectives seem short-sighted or miserly it may be that the program's mission or goals need to be reviewed to provide clearer direction or that available resources are not adequate to provide the intended service.

STEP 4: HOW ARE WE GOING TO DO THIS? In accomplishing program objectives, we have found that there is a common inventory of activities that must be performed by program staff. To achieve the objective of placing students in service-learning sites, for example, publicity, site development, and student advising must take place. Using newsprint and brainstorming techniques, the CEL staff develops lists of such program-wide activities at each annual planning meeting. A typical list might include:

- site development;
- advising;
- coordination;
- publicity;
- new projects;
- professional development;
- office and equipment;
- program development.

Since the same activities are often required to accomplish more than one objective, we have found it helpful to consolidate all objectives that pertain to each activity, for example:

ACTIVITY: Publicity

Objectives requiring publicity are:

1) The CEL will increase program participation by 20%, by placing 500 students in service-learning sites.

2) The CEL will increase student applicants by 40%, by interviewing 1,000 applicants

2. See Chapter 9 for a detailed discussion of the uses of cost-effectiveness in service-learning programs.

for service-learning positions.

3) The CEL will increase the number of sites by 30%, by developing 450 sites by the end of the summer of 1983.

The above list is by no means definitive; indeed, the exact nature of these activities will vary among programs or from one year to another. By combining similar activities undertaken to achieve different objectives, however, we can be as efficient as possible in assigning tasks and utilizing staff resources—one of the many advantages of this type of planning.

STEP 5: WHO IS GOING TO DO IT, AND WHEN? At last we come to the final step of determining what specific tasks need to be completed to attain the program's objectives. This step relies on the collective expertise of the staff, and establishes individual job accountability by indicating *who* is going to do what tasks, and by when. For example, the following tasks were developed in the area of publicity:

ACTION: A major article on service-learning will be published each quarter in a major publication, including a special article devoted to the CEL's contribution to the community through volunteerism. Staff: Isabelle. Due dates: March/June/September/December.

ACTION: An assessment of all CEL publicity materials, including brochures, newsletters, and articles past and present, will be conducted. From this information, a plan will be developed that will identify the most effective publicity materials and how they can best be produced. Staff: Pat. Due date: February.

Note that the actual tasks are written as "actions." Each member of the staff team ends up with an action list and due dates for projects to be completed. If an action cannot be completed on schedule, we may have to consider that our expectations were too high or that the staff member may need additional resources.

STEP 6: USING THE PLAN FOR EVALUATION. The completion of these actions ultimately becomes the basis for evaluating both personnel and program performance. By annually reviewing how, and how well, assigned tasks were carried out—as an integral part of the planning process—the CEL self-evaluates its yearly accomplishments. In addition, this approach helps insure that the terms of any external evaluation, such as for accreditation, are set internally. In other words, by being clear about who we are and what we do, we insure that we are evaluated in terms of our own reality rather than according to someone else's criteria.

The final work plan developed through the planning process is best used for evaluation at the end of the year, just prior to the beginning of a new planning cycle. In fact, evaluating the previous year is the first step in the ongoing planning and self-evaluation process. The following steps outline this evaluation and the questions that are appropriate to ask at each point along the way:

A. Were the tasks accomplished and in a timely manner?

Each staff member discusses the tasks s/he was to undertake, assessing the issues that relate to their accomplishment. These discussions are our best time together, since people receive the acknowledgement for their efforts that may have been overlooked in the rush of the academic year. It is a time when we also become more realistic about what we can accomplish. Questions to discuss include:

- What was accomplished? How?
- What did you encounter that we need to be attentive to in the coming year?
- If the task was not accomplished, what were the barriers? Was the task ill-conceived? Did you need more time? Did you need more resources? Did you need more training?

B. Did these tasks lead to accomplishment of our overall goals?
Achieving the tasks alone, of course, does not indicate whether or not we have accomplished our objectives. There is always the danger that we will fall into doing tasks that are meaningless and do not contribute to our purpose as an organization. At this point, then, we do a detailed analysis of the overall impact of the tasks we have completed in terms of the broader objectives and goals of the program. Questions to discuss include:

- Did we achieve our targets? Were the students placed? Did we see enough applicants? Did we develop enough service-learning sites? Did we work with enough academic departments?
- Did we fall short or overshoot any areas markedly? If we fell short, is our objective unrealistic? If we overshot the objective, do we need to reallocate our resources?
- What has occurred in our surroundings in working with students, departments, and agencies that might effect our objectives for next year?
- Are there new opportunities for the program that need to be described as objectives for next year?

C. Are the goals still applicable?
Each of the program goals are reviewed next to determine whether or not they are accurately reflected in what is being accomplished by the program. Questions to discuss include:

- Was the goal attained? Does it still describe the intended impact of the program?
- Did achieving the goal impact the target group? How? Is the target group well defined or is it too narrow or too broad?
- Are the internal goals and values of the program being met? Are they the same as they were? If not, how and why have they changed?

D. Is this who we want to be?
Last, we review the mission statement to determine whether it accurately describes who we are and who we want to be. After a detailed review of the tasks, objectives, and goals, the group has a much better understanding of the program's mission and can answer the following kinds of questions:

- Are the changes that this program initiates reflected by this mission statement?
- Is the mission statement accurate? If not, is it too ambitious or too timid?
- What changes in the mission statement can be made so that it more accurately reflects the work of the program?

CONCLUSION

Once this self-evaluation is complete, we are ready to begin our planning for the new year. Although such a process is time-consuming, no other activity clarifies the program's purpose, unifies the staff around common goals, or guides the efficient use of limited resources better than rigorous, participatory planning. Planning is also the first, necessary step in program evaluation; it is the program plan that should set the terms for all subsequent evaluation efforts.

Over the years, the planning process has taught the staff of the CEL much about how to design our program to accomplish its purpose. We have learned through planning, for example, how to weave a non-traditional program into the fabric of the University. We have learned how much and what kinds of activities are required to justify the cost of the program. And we have learned how to retain the focus of the program despite the different demands that are made upon the program by its many audiences. Planning has enabled the service-learning program at the Center for Extended Learning to achieve its primary goal—to play an active role in assisting the University in providing service to the community.

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THE AUTHOR RECOMMENDS

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Richard Cone

SHAPING A NEW PROGRAM

The Joint Educational Project has found no better way to monitor programs in progress than to address questions directly to participants at every point along the way. In making the case for focusing on participants' perceptions of their experiences, this chapter also reviews all of the most commonly used program monitoring techniques and demonstrates how a combination of objective and subjective methods yields the most useful evaluation results. The JEP experience argues strongly for an approach to formative evaluation that uses open inquiry to assess both planned and unanticipated program outcomes.

With apologies to the other writers of case studies in this book, I would like to suggest that the evaluation that goes on during the program monitoring phase of a project is the most valuable, the most fun, and the type of evaluation most of us do as a routine part of our work in experiential education. It is, if you will, the way that those of us who are chained to desks get real feedback from the programs in which we are involved. The mid-course evaluation gives us opportunities to see how well those grandiose ideas we had in planning the program really work, and how we might tinker with our programs to make them more successful. Most important, it gives us some positive feedback, telling us our ideas worked and that program participants are getting something valuable out of their involvement. What other stage of the evaluation process allows for so much ingenuity, social interaction, and sense of reward?

At the University of Southern California's Joint Educational Project (JEP), we have found that there is no better way to evaluate programs in progress than by directing questions to participants. While this may sound overly simplistic, we believe it is the only way to address the "whys" of a program. In a final or summative evaluation, it is not uncommon for people to judge a program on the basis of "what" or "how many." Such final reports frequently present data in the form of statistics, which, while informative in a summary sense, factor out the important, often delicious, details of individual experiences. By contrast, the objective of the JEP monitoring phase is to determine as precisely as possible how the program is working from the perception of those most intimately involved. During this phase, staff members try to assess both the expected and unexpected effects of the program on all participants. This information, when compared with the program's goals, objectives, and working plans, will suggest alterations that need to be made to increase the program's effectiveness.

PROGRAM DESCRIPTION

The Joint Educational Project is, by service-learning standards, an old (12 years), established program which, until recently, worked exclusively with community schools, sending hundreds of university students into schools each semester as a part of their academic coursework. Three years ago a decision was made to expand the program to include community senior centers. The hope was that this expansion would attract additional students enrolled in gerontology courses, while providing much-needed services to seniors in the neighborhood adjacent to the university. After our first year of sending students to work in a nearby senior center, we decided to initiate an outreach program to seniors. The center we had worked with was very interested in outreach but lacked the resources to offer such services. University professors teaching gerontology classes believed that, although students were learning much about the lives of senior citizens through their work at the center, even more would be learned by making home visits. The Public Welfare Foundation, a Washington-based charitable organization, had been assisting us in developing our seniors program and was quite interested in the outreach concept. Thus, all of the ingredients were present for successful program development.

As JEP Director, I worked with the Director of Seniors Program and a part-time Student Coordinator to define this new service-learning program. In so doing, we had several goals in mind:

1) We wanted to build a needs assessment process into the program so that needs could be systematically determined and addressed.

2) We hoped to reach the largest number of home-bound seniors possible, without foregoing a sense of commitment and concern for those individuals contacted.

3) We wished to involve non-home-bound seniors in the program, as teammates to the university students, believing that this combination of mature experience in the community and youthful vitality would lead both to better service and to more effective education.

4) Based upon our work with seniors during the previous year, we knew there were limited services available to meet the needs of the home-bound once these had been determined, but we hoped to maximize those services by the personal involvement of our outreach teams.

With these goals in mind, our Senior Partners program was initiated.

GETTING THE PROGRAM UNDER WAY

As with many new programs, we started small. This proved to be difficult, as the needs were great and the response from university faculty and students was equally great. We have learned from experience, however, that the key to the successful development of a pilot program is to keep the program manageable. Sometimes funding requirements or institutional politics makes this impossible, but it is desirable if careful monitoring is to be done.

The program, as we envisioned it, would involve two-member teams of university students and seniors spending about three hours per week making home visits to seniors identified by the senior center as home-bound. The work of each team would include making visiting arrangements, visiting, locating and making referrals to resources, keeping brief records, and making follow-up visits.

MONITORING MECHANISMS

Because this was a new program, we built in a number of monitoring procedures. First, we utilized a "commander-in-the-field" approach. In this case, our commander was our Student Coordinator, a student from the School of Gerontology with prior experience as a volunteer in our senior program, who was already working for us recruiting and monitoring other students. We asked her to spend three hours per week as a regular participant in the program and to give us an accurate, "insider's" view of some of the problems that participants were experiencing.

Second, we asked each student-senior team to spend 15-25 minutes at the end of each home visit in a debriefing session with the Program Director. These sessions were designed to provide us with information on how the program was going and also to help us determine how we might assist teams in locating resources. They also served as a "decompression" period for students, permitting them to remove themselves from their sensations of culture-shock and to view their visits from a more analytical perspective.

Third, we scheduled training workshops at mid-semester, during which we allocated time for the group to examine the strengths and weaknesses of the program. These workshops gave university participants an opportunity to make open comments on the desirability of working with seniors.

Finally, senior team members were interviewed once during the semester by the Program Director; these interviews were held at a time when their student counterparts were absent, to give the seniors a chance to make private comments.

It was suggested that we might also interview home-bound seniors who were being visited, but we decided against this as being too intrusive and possibly damaging to the work of the teams. This decision was not made lightly. We recognized the importance of following the lead of the community when developing educational programs in the community. We believed that the work of students making home visits did need to be evaluated by the recipients of the visits. Our nine years of work in schools had made us aware of how badly students might fare in relating to people in the community. Yet, we wanted a program in which people felt they were being visited by friendly, helpful college students, not by social worker trainees. We did not wish to create the image of another bureaucracy. We knew we would be getting feedback from the community whether or not we designed a formal method for getting it. For example, if our students were well received, we would get an increase in requests for student visits from ministers, social workers, senior center staff members, and others familiar with the needs of seniors in the community. If the students were not well received, the community would no longer request their services. We decided that tuning into the community network would give us the basic feedback we needed to understand how community residents were receiving the program.

In addition to the interviews, group discussions, and debriefing sessions, each team was asked to complete a home-visit report after each visit (see Appendix A). These reports were designed to assist us in resource development, but they also provided some information that was helpful in evaluating such things as the number of seniors served, the frequency of follow-up visits, the types of services needed, the types of services made available, and the relative success of each of our six teams.

In short, our evaluation design for the program was intended to give us a great deal of information about participation actions, reactions, perceptions, and problems, while being as unobtrusive as possible to all involved. It was a high-cost, low-profile strategy, which required many hours of staff time; participants, however, viewed it as an integral part of the program. The "data" resulting from the evaluation came in the form of a few tallies, mountains of notes, and definite perceptions in the mind of the Director of Senior Programs as she participated in almost daily debriefing sessions. This data was analyzed in bi-weekly meetings involving the Director of Senior Programs, the Student Coordinator, the Director of JEP, and other members of the project staff. As results began to accumulate, we decided to make a number of mid-course modifications. At the end of the first semester, major modifications were made and the cycle of student recruitment, training, and program operation and monitoring began again.

MID-COURSE MODIFICATIONS

Within two weeks after the start of the program, we realized that there were major conflicts among program goals.

1) While we had envisioned our teams as resource developers addressing the needs of the home-bound seniors, our visit reports seemed to show that the biggest need was not food, medical attention, crime prevention, or other needs commonly mentioned in the literature. Clearly, the biggest problem was that of loneliness, and it seemed impossible both to visit large numbers of people and to deal adequately with this problem. Home visits commonly lasted nearly two hours rather than the planned half-hour to 45 minutes. What little time the teams had left was utilized for travel and debriefing, leaving little or no time for resource development. As the visits continued, resource needs of the home-bound seniors became more and more predictable; by the third week, we had decided to list available resources in a book so that individual teams would not have to spend time doing this research. By the seventh week of the program, we had a draft of **Senior Connections: A Directory of Service Agencies in the Tenth Councilmanic District of Los Angeles**, which included essential information about services, costs, telephone numbers, and contact persons.

2) The ratio of visits to teams was further reduced by yet another problem, which was initially brought to our attention by our "Commander-in-the-Field," but was confirmed by other participants. During our initial bi-weekly meeting, our Student Coordinator complained that her senior counterpart had been late for their visit during the first week and absent during the second. Soon, the non-dependability of the senior team members became a clear pattern. Even seniors who were well-known to the program director and who had participated in other programs were somewhat less than reliable. Students were being forced to decide whether to go

out alone on visits or to cancel them. The credibility of the entire program was in question.

Two students who were members of different teams which made visits on the same morning resolved the problem by going together, or with the one senior who sometimes showed up, in a team of three. This team was successful at seeing more home-bound seniors and at finding more resources for those visited than any other team, because of the reliability of their work, their increased mobility, and the time they spent together at the university looking for solutions to the problems they had uncovered.

As the semester continued, it became clear that the non-reliability of senior partners was a major problem. We had not expected this difficulty from our review of the literature or from observing senior volunteers in other programs. Thus, we decided that either there was something wrong with the idea of seniors working with university students or there was some other factor in the program which was considered negative by the senior team members. Our interviews and reports indicated that the problem was confined to the specific factor of visiting home-bound seniors, and that the senior team members were less than enthusiastic about doing this. The impression of the Program Director was that many of the seniors did not like to be reminded of the immobility, loneliness, and associated problems that might be theirs in the months and years ahead. Their volunteer work made them feel young and vital, but the home visits made them feel old and mortal. Even before the end of the semester, it was decided to alter the program to use teams of two students instead of student-senior teams.

3) Another problem that emerged from our debriefings and workshop sessions was the inadequacy of the match between academic coursework and the fieldwork experiences of some students. Two students who were getting credit for their fieldwork from a gerontology class entitled, "The Psychology of Aging," felt uncertain as to how well the program was meeting their needs. They enjoyed their experiences in the program and believed they were learning a lot, but worried about whether or not their level of involvement was leading to anything other than a superficial understanding of the problems encountered by individual seniors. A frank discussion with their professor reinforced this belief. She was highly supportive of the program but hoped that students would have opportunities to become much more familiar with the generalized nature of some of the problems. These discussions led to the creation of a new program, "Autobiographies," which is described below.

THE PROGRAM TODAY

The Senior Partners Program is still alive and well, thanks in part to the extensive efforts to monitor the program in that first semester. Each semester, six to ten teams of students make home visits, develop resources, and make referrals. Their emphasis now is on initial contacts and resource development, since backup programs have been developed to work with seniors whose primary problem appears to be loneliness. These programs involve assigning a student to work with one or two seniors exclusively during the entire semester. Other students from other parts of the university are sometimes called on to offer special services, such as learning to adapt to new handicaps.

Many of the original evaluation procedures and program components have been left in place as integral parts of the Senior Partners Program:

- Debriefing still takes place, though now it is conducted by a senior volunteer. This institutionalization of a critical program monitoring function has both advantages and disadvantages. The use of a volunteer is a cost-effective procedure which frees a paid staff person to work in the development and monitoring of other programs. The use of community people to assist in the management of a program empowers such people to guide and direct the work of university students within the host community. On the negative side, student debriefing sessions with the volunteer are less analytical and less open than they had been with the Director.

- Workshop discussions and field notes provide a steady flow of information to our staff. We have not given up on the idea of student-senior teams. Currently, students and seniors are working together at a high school for handicapped kids located near the senior center. Team members have been working there for the past year and a half, and the seniors have proven to be highly reliable.

- Our resource book, now in its second edition, is being used not only by our teams but also by senior centers, other agencies, and individuals in the community.

To address the needs of students who require a deeper understanding of the problems encountered by senior citizens, we initiated an "Autobiographies" Program, in which university students can work with a senior over the course of an entire semester to help the senior write an autobiography. The structure of this program provides for a warm and intimate relationship to develop, which can end naturally with the completion of a document and thus avoid a feeling of betrayal by community people. Out of this program have come many insights into the problems of being poor, black, and old, some outstanding documents, and a few lasting relationships between seniors and college students. While "Autobiographies" has been a center-based program so far, we are planning to offer it as a resource to some of the home-bound seniors visited by our outreach teams. The program, while designed to meet the needs of a specific gerontology class, has proven to be very popular among students from communications classes and other university departments.

THE USES OF EVALUATION DATA

The data we have collected in our monitoring of the Senior Partners Program has not only been extremely valuable in making important programmatic decisions, but has also been used to publicize the program, promote it at other institutions, serve as the basis for reports to academic conferences, and report on the development of the program to funders. Far from being unhappy with the deviations from our original plan, the Public Welfare Foundation has been supportive of our continuing efforts to work with the community to effectively meet their needs. Our honest reportings of our findings and our decisions based on those findings have been as well received as any statistical table or pre-post test results. They have been well received because the Foundation knows the difficulty of measuring the effectivenss of social programs with statistics. (Not every funding source is equally enlightened!)

A SUMMARY OF FORMATIVE EVALUATION TECHNIQUES

Within the Senior Partners Program, a number of methods were used to gather information necessary to make decisions about the ongoing operation of the program. The following is a brief description of some these techniques, which fall into four broad categories: testing the effects, asking participants, viewing a program in action, and experiencing a program.

1) **Testing the Effects.** This is the most objective, most scientific approach to formative evaluation. Testing requires the development of measures which will indicate the extent to which a program is affecting the cognitive, affective, and/or physical development of participants. It is perhaps the most difficult approach to use in service-learning programs, which frequently involve many different categories of participants being affected in many different ways. In the Senior Partners Program, for example, we had the home-bound seniors, the visiting seniors, the university students, the university professors, and the staff of the senior center which hosted the program. To accommodate this variety, a narrow focus must be taken in order to get measurable results. In a dental education program we operate, for example, we have looked at the amount of plaque on children's teeth to determine how successful the university students can be as dental educators. In most programs, unfortunately, such concrete criteria cannot be used, and less objective methods must be employed.

2) **Asking Participants.** As stated in the beginning of this chapter, probably the most accessible way to find out how a program is working is to ask participants. This procedure is less objective than testing because the responses of participants may be colored by many things that are immaterial to the program itself. Nevertheless, an accumulation of responses may offer our best overall view of a program. Responses can be written or elicited in face-to-face encounters; written responses have the advantage of providing tangible data for analysis. The following is a list of some of the many different forms that written responses can take:

- **Questionnaires.** The most objective way of asking questions is to present the same set of questions or statements to different participants. If these are designed so that responses can recorded on a scale (e.g., strongly agree - agree - neutral - disagree - strongly disagree), then the reactions of participants can be tallied and reported numerically. The advantage of this approach is that some questions can be addressed with a degree of certainty. The disadvantage is that, once it is known that participants strongly disagree with a statement, for example, "The program was well organized," this closed-response format does not normally result in a clear-cut understanding of why the respondants felt the way they did or what might be done to improve the program.

- **Journals.** An excellent way to get feedback from students on an ongoing basis is to require them to submit journals. These can be open-ended documents which represent an individual's general reaction to participation, or they can be made more systematic by asking students to respond to a set of pre-determined questions after each session in the community.

- **Reports.** In some programs, a more formal, more technical approach to feedback is appropriate. In such cases, a reporting system can be initiated which asks students to provide detailed information about their experiences. This method was utilized in the Senior Partners Program by having students complete Home Visit Reports (Appendix A). The information from these reports was not only useful in assessing the development of the program but was also utilized in evaluating student work, in developing resources, and in helping students see the relationship between the theories presented in their academic courses and the reality experienced in the community.

- **Interviews.** The most formal of the oral data collection techniques, interviews are sometimes akin to questionnaires in that items are presented verbally to a single participant and responses recorded and later tallied. At other times, interviews are more loosely structured to be more like free-flowing reports.

- **Debriefings.** When an interview is done as a follow-up to a specific assignment, it can be thought of as a debriefing. The purpose of such sessions is to have participants relate and interpret events while they are still fresh in their minds.

- **Workshops and Training Sessions.** Occasions when participants are drawn together for training provide excellent opportunities for evaluating the progress of a program, particularly if an open, non-evaluative atmosphere exists. Evaluation within a non-evaluation atmosphere? It is important to let participants in developing programs know from the beginning that they are guinea pigs, and to reassure them that the problems they encounter may be inherent in the program. They need to feel that their admission of difficulties will not reflect on their own evaluations, and that their comments will be respected and acted upon. We have used a number of traditional training techniques as ways of opening up participants to talk about their experiences, including role plays, open-ended questions, brainstorming, critique sessions, and group problem-solving.

- **Wine-and-Cheese (Punch-and-Cookie) Evaluations.** Similar to evaluation through workshops, these are special sessions which draw large numbers of participants together for the purpose of evaluating a program or specific problems. The name is derived from the party-like atmosphere used to encourage participants to relax and discuss serious issues informally. A technique often used in these sessions is akin to a "Quaker dialogue," in which each participant is asked to respond to a question and no discussion takes place until everyone has had an opportunity to speak to the issue.

- **Staff Meetings.** Because there are several groups of participants in most service-learning programs, it is important to assess the development of a program from the several different vantage points represented. What may meet the needs of one constituent group may hamper the fulfillment of needs by other groups. One method of getting frequent input from the different constituencies is to provide each group with an on-staff advocate. Our staff meetings, for example, are lively affairs in which battles between our Community Coordinator and our Student Coordinator reflect the discrepancies that exist within the project. Occasionally, our proposal writer will jump into the fray to remind us of our obligations to our funders. Even I, the mild-mannered Director, will enter in sometimes to protect our integrity as an academic unit of the university. Add to this cast a Director of Health Programs, a Director of Senior Programs, and an Office Manager, and you have a group which provides critical assessment of each and every program.

3) **Viewing a Program in Action.** With good reason, we are all a little suspicious of participant reports, whether formal or informal. There comes a time in the genesis of most programs when we want to see for ourselves how the program is actually doing. Site visits and program observations are excellent sources of information for making decisions. Observations, like interviews and reports, may be formal or informal. A formal observation might use trained observers and a detailed form to record perceptions on a five-point scale, e.g., "the student's communications with his/her community counterpart is: 1-Excellent, 2-Good, 3-Satisfactory, 4-Poor, 5-Unacceptable." An informal observation might consist of a visit and some open-ended note-taking.

There are many different reasons for selecting formal or informal observations. Formal methods will result in more objective, more manageable data but are only as good as the instruments the observers are using and their skill in using them. Informal methods will result in more subjective data, which may be difficult to categorize but will frequently point to some important factors which were not considered prior to the observations. Many service-learning educators cannot take full advantage of the formal observation methods because the numbers of people involved in a program are too small to produce statistically significant findings.

4) **Experiencing a Program.** It seems consistent with the concept of service-learning that we consider experiential evaluation. The "Commander-in-the-Field" approach that we used in the Senior Partners Program is an example of how those who share responsibility for the development of programs can personally experience some of the programs' strengths and weaknesses. Every member of our staff has, at one time or another, participated in one of our programs. Student staff members are hired partially because of their previous experience as participants; after being hired, they are encouraged to continue to participate by being given released time to do community assignments. We believe that the most critical skill in conducting a thorough evaluation of a service-learning program is the ability to empathize with participants. The greater our ability to get into the shoes of those whom the program is designed to serve, the better will be our understanding of the successes and failures of the program.

This approach to evaluation is not a scientific approach. Its strength is not its objectivity but its subjectivity. It calls on decision-makers to use their intuition, to listen to their feelings. As such, it can be worthless if not done in a spirit of honest information-seeking. To reduce the dangers inherent in any subjective evaluation strategy, we counterbalance it by including other, more objective strategies.

CONCLUSION

The key to formative evaluation is to leave no stone unturned in trying to determine how the program is working. If it is not working as planned, efforts should be directed toward discovering why, and how alterations might be made to enhance its chances for success. Even when a program appears to be working as planned, staff members conducting formative evaluations should keep an eye open for the unanticipated outcomes which almost always accompany planned outcomes. In some cases, negative side effects, unforseen in the planning stages, may outweigh the positive effects being achieved. In other cases, unexpected strengths or weaknesses in a program may require changes in the program or even lead to the creation of entirely new programs. The combination of evaluation by assessing the achievement of program objectives and evaluation by open inquiry is more likely to lead to strong programs. This combination is also much more interesting, more educational, and more fun than an evaluation which looks at the consistency of program plans and outcomes alone, without considering the unexpected.

RICHARD CONE is currently the Director of the Joint Educational Project (JEP) at the University of Southern California. He has worked as an elementary and secondary school teacher, an elementary school principal, an evaluator with the Center for Study of Evaluation at UCLA, a consultant on evaluation, open education, and experiential education, and was formerly the Associate Director for Training and Evaluation at JEP.

THE AUTHOR RECOMMENDS

Center for the Study of Evaluation, **Elementary Evaluation Kit.** Boston MA: Allyn & Bacon, Inc., 1972.
Covers the fundamentals in a clear, easy-to-read manner.

Popham, W.J., **Educational Evaluation.** Englewood Cliffs NJ: Prentice-Hall, Inc., 1975.
A good text for the novice.

APPENDIX A

HOME VISIT REPORT

David S. Cunningham Jr.
Multiservice Senior Center
Outreach and Friendly Services

Visitors:

USC______________

Senior______________

Date:______________ Age:______________

Name:______________ Ethnicity______________

Address:______________ Phone:______________

Referred by:______________ Relationship:______________

Previous contact with center:______________

Reason for home visit:______________

Problem mentioned by person:

:ansportation_____ Loneliness_____ Housing Difficulties_____

In-Home Assistance_____ Health Disabilities_____ Problems w/SSI, etc._____

Other (specify)______________

Describe briefly:

Problems observed by visitors:

Information provided by outreach teams:

New information on resources collected as a result of this home visit:

Assistance provided by Senior Partners:

Arranged Transportation______ Arranged In-Home Assistance________

Obtained Housing Information_______ Gave Encouragement_______

Helped w/SSI, etc._________ None (why?)____________

Describe Briefly:

Follow-up Plans:

Jane Szutu Permaul

A COMPREHENSIVE FORMATIVE EVALUATION

The Office of Field Studies Development exists to provide comprehensive evaluation data on the ongoing need for, quality and size of, and short-term effects of, a university-wide service-learning program. In this chapter, FSD shares its insight into how to design such an evaluation and create straightforward, multi-purpose instruments that minimize the bureaucratic demands of such a process on program participants. The work of FSD illustrates how a centrally coordinated, internal evaluation can be comfortably infused into the daily operations of a program, thus insuring the orderly and routine incorporation of major changes indicated by evaluation data.

I. THE EVOLUTION OF THE PROGRAM

Field Studies is a well-established service-learning program at a major, research-oriented, urban university. The program's stability derives largely from years of continuous refinement of the program model, based on data derived from rigorous, comprehensive evaluation.

The university first ventured into service-learning more than ten years ago with the support of a grant from the University Year for ACTION. Following grant requirements, this first program was designed to enable students to learn while providing worthwhile services to communities in need. Feedback from the earliest program evaluations suggested that both participating students and needy communities embraced the program and its goals enthusiastically, but faculty were either silent about, or critical of, the program because it lacked "academic merit." In response to this data, program administrators immediately shifted gears and set out to test two variations of the initial program in the hope of gaining faculty, and therefore university, support for experience-based learning. One variation was a cooperative education program focusing on students' exploration and acquisition of career skills related to their academic studies. The other incorporated community service as a required component of existing university courses.

It was the evaluation of these experiments that set the stage for the emergence of the present Field Studies program. Among many significant lessons learned from this experiment were the following:

- While there are many worthwhile community services to be performed, only some promote academic learning.
- Students can be motivated not only by financial remuneration or altruism, but also by opportunities to apply academic theories.
- In order to gain acceptance by the university faculty, experienced-based learning programs must:
  a) be intellectually rigorous, adhering to the standards of the university as prescribed by the

faculty and academic departments;

b) be developed with faculty and departmental involvement;

c) foster faculty participation that is compatible with established academic interests and resposibilities.

In addition to such definitive findings, an equal number of program variables were found to change from year to year, or even more frequently, pointing to the need for the program to be fluid and flexible: for example, community needs changed from month to month; faculty interests, from year to year; and academic standards varied from department to department and sometimes even from instructor to instructor. These variables were taken into account when the Field Studies Development office (FSD) was established as part of the university's Office of Instructional Development.

The FSD was designed to assist and support academic departments in developing and offering field studies courses directly related to their disciplines. In response to student needs, the office was also designed to administer independent field studies for students whose major departments have no field studies courses. Finally, the FSD was charged with carrying out administrative functions, such as collecting evaluation data, for all courses. Today, the Field Studies program consists of all departmental field studies courses together with the independent field studies course offered by FSD. The office's role is essentially a coordinating one, while academic departments supervise their respective field studies courses as they would any other course. Thus the structure and function of FSD reflects the principle, supported by research data, that service-learning efforts should be closely integrated with established academic programs, at least in terms of content.

The goals of this evolving program have also been changed to make them more compatible with the instructional, research, and community service mission of the university. The specific goals of Field Studies are:

1) to enhance and enrich students' education by enabling them to learn by experience through carefully designed field studies courses and independent field projects;

2) to enhance and enrich faculty teaching and research by exposing faculty to community resources and problems through their role of supervising field studies students;

3) to provide community services by placing students in the community to conduct studies or special projects of mutual benefit to the community and the student.

II. THE PROGRAM'S DESIGN

Typically a student's involvement in field studies begins when s/he learns through the university catalog or schedule of classes about the various field studies course options. Interested students then meet an average of three times with a field studies coordinator appointed by the academic unit offering their chosen course. Together, these two formulate learning objectives, identify prospective community sponsors, design a field studies project, and write a learning agreement. When the agreement is sufficiently developed, the student is referred to the field studies course instructor and the community sponsor for consultation, refinement of the agreement, and final approval, signified by the signing of the agreement by all parties.

Once the student begins the field study project, s/he works for 8-12 hours per week for ten weeks (an academic quarter) to fulfill the terms of the agreement. Throughout the project, the student meets regularly with the community sponsor, attends weekly seminars (or meets individually with the instructor if engaged in independent field studies), receives a site visit from the field studies coordinator, and completes a term paper reflecting on the experience from the perspective of the academic discipline through which the project has been developed.

The Field Studies Development office plays a role in the ongoing development and operation of this program that is uniquely focused on program planning and evaluation. FSD is responsible, for example, for continuous needs assessment, reviewing requests from the community to determine community needs and providing each requesting agency with a realistic estimate of the university's ability to meet a particular need through the Field Studies program by drawing on student needs assessment data regularly provided by the departments. FSD also monitors each student's progress in the field, sends out and collects the appropriate evaluation forms, and analyzes evaluation data. In short, FSD serves a critical coordination and evaluation role essential to the vitality and therefore the continuation of the Field Studies program at the university.

III. FORMULATING PROGRAM EVALUATION

In designing a comprehensive, formative evaluation to continue the tradition of monitoring the development of field studies at the university, the FSD office has decided to focus broadly on assessing both the substantive and administrative aspects of the program. Specifically, evaluation studies that have been ongoing since the program's inception four years ago have sought answers to the following questions:

1) Is there a demonstrable need for the program to continue?
   a) How many students, faculty, and community organizations are involved in the program?
   b) What academic interests are students able to address through field studies?
   c) What academic (instructional or research) interests are the faculty able to address through field studies?
   d) How many and what kinds of service opportunities are available in the community, based on its needs? Can these needs be met through field studies?
2) How is the Field Studies program being administered?
   a) Is the program adequately staffed?
   b) How many students inquire about the program? How many actually enroll in field studies courses? Which ones?
   c) How many and which faculty are involved?
   d) How many hours do students work and on what kinds of field assignments?
   e) How many community sponsors are there? Who are they? What do they contribute to

the program?

f) What kinds of community services are actually rendered? What quantity of time is given to service?

3) Are the goals of the program being achieved?

a) Do field studies students feel that their education, or parts of it, has been enhanced or enriched through participation in field studies?

b) Do participating faculty feel similarly about their instruction and research?

c) Do community sponsors feel that their respective organizations have benefited from the field studies' student work or project results?

d) Are other, unplanned effects generated by the program? If so, what are they and how central are they to the program's impacts?

In generating data to such questions, the FSD office does not take the further step of making judgments about the program. This responsibility is deliberately left to the course instructors, departmental and university administrators, and academic review committees, which exercise ultimate decision-making authority over the academic program. Such an evaluation strategy is essential, given the nature of the Field Studies program, a highly individualized collection of courses and independent projects, each governed by a separate academic unit and striving to meet department-specific criteria. FSD's approach has thus been to gather rigorous, comprehensive data that any group charged with evaluation can review and derive their own conclusions from.

Finally, FSD has established the following guidelines to insure the integrity of its data-gathering effort:

- prioritizing quantitative data gathering;
- triangulating qualitative data, by independently soliciting subjective information from all parties in a field placement (i.e., the student, community sponsor, and instructor) about the same phenomena so that the data can be compared to determine the validity of the information;
- integrating the evaluation process into the ongoing administration of the program, to insure that comprehensive, timely data is gathered continuously, yet in a way that is not disruptive to regular program operations or demoralizing to staff.

IV. EVALUATION DESIGN AND PROCEDURES

In order to meet the challenge of collecting data that will answer FSD's evaluation questions in a manner consistent with the office's guidelines for data gathering, six instruments have been developed. All are multi-purpose in that they collect data relevant to more than one evaluation area, i.e., program effects, program administration, or need for program (and in two cases, to other program functions unrelated to the evaluation effort). These instruments are:

1) Student Inventory (instrument code SI; see Appendix A). The Student Inventory is completed by the student and his/her field studies coordinator by the end of their first meeting

and is continually updated by the coordinator as s/he works with the student. The Inventory illustrates an evaluation instrument that simultaneously serves the educational, administrative, and evaluation purposes of the program. As an educational tool, the SI is used by field studies coordinators and course instructors to help students decide which field projects are best suited to their learning needs. As an administrative tool, the SI is used to maintain an ongoing record of student progress. Finally, as an evaluation instrument, the SI is used to generate data on the types of students being served and their learning interests.

2) Placement Inventory (instrument code PI; see Appendix B). The Placement Inventory catalogues information on specific community needs. From this information, a community service opportunities file is compiled for use by students, field studies coordinators, and instructors. This form is completed by FSD staff for every incoming community request made by mail, phone, or in person.

3) Quarterly Field Studies Activities Report (instrument code QR; see Appendix C). This instrument is designed to organize a variety of factual, principally quantitative, information about program substance. The report is routinely completed at the end of each academic quarter and summer session by all field studies coordinators.

4) Student Field Study Evaluation (instrument code SE; see Appendix D). This form is designed to solicit the student's perceptions of what occurred in the field and how s/he was affected by the field experience. It is a self-evaluation instrument, completed at the end of the academic quarter, the results of which are recorded anonymously for program evaluation purposes, then filed in the individual student's record as documentation of his/her project.

5) Instructor Evaluation (instrument code IE; see Appendix E). This brief survey is completed by the faculty supervisor of each field studies student and solicits the instructor's perception of what happened with the field project. In addition, the form asks about the instructor's future interest in the program. Like the Student Field Study Evaluation, this form is retained in the student's file.

6) Field (Community) Sponsor's Evaluation (instrument code CE; see Appendix F). This instrument records the community sponsor's perceptions about the field project and also assesses the sponsor's future needs, thus helping the program staff to routinely update the placement inventory. Again, this information, once recorded anonymously, is retained in the student's file.

There is no magic in the particular design of these instruments. Each was developed through a process of trial and error, and has been through at least three revisions by program staff. It is important, however, to settle on a final form as soon as possible, so that data can be compared from one collection to the next. It is also important to underscore how infused these instruments are into the daily operations of the programs. Three of the six instruments do not even have the word "evaluation" in their titles. All are administered at logical and natural points in the daily life of the program. No one on the staff is conscious of the fact that these instruments are used for evalutation. The success of this infusion effort is attested to by a nearly perfect return rate. Instruments are distributed personally at carefully calculated times in the quarter. The length of each evaluation is gauged to the willingess level of the respective respondants, in keeping with the presumption that it is better to get only critical information than none at all.

All evaluation information is amassed quarterly by simply tallying specific responses, adding up numbers, and listing open-ended comments. Individual forms are then placed in individual student files and, in the case of quarterly reports, in the respective course files. These quarterly accounts are then available to make immediate or short-term adjustments, as needed. Though any reviewer is welcome to see the data at any time, academic units usually conduct only an annual comprehensive review. Table A, below, summarizes the uses to which the data gathered through each of these instruments is put.

TABLE A: SUMMARY OF THE SOURCES OF INFORMATION COLLECTED FOR FSD EVALUATION

N.B. Numbers (Roman or Arabic) refer to the numbered items on each evaluation instrument (see Appendices A through F). Letters refer to Instrument Code.

Evaluation Areas	1. Needs Assessment	2. Program Administration	3. Program Effects on Participants
Parties Involved in the Evaluation			
• Community Sponsors	CE: 2,4,7,12-13 PI: I-IX SE: 4,5,7-10	CE: 1,2,4,5 QR: VI	CE: 3,9,11
• Students	SE: 6 SI: II	IE: 1 SI: I,III,IV QR: VI	SE: 6,11-14 IE: 2,4
• Instructors & Faculty Sponsors	IE: 6,8	IE: 3 SI: V QR: VI SE: 7-10	IE: 5,7
• Program Administrators & Staff		SI: VI QR: I-V SE: 7-10 CE: 7-10	

Codes: SI = Student Inventory
PI = Placement Inventory
QR = Quarterly Field Studies Activities Report
SE = Student Field Study Evaluation
IE = Instructor Evaluation
CE = Field (Community) Sponsor's Evaluation

V. USES AND ANALYSES OF EVALUATION DATA

Such a comprehensive approach to formative evaluation results in a tremendous amount of raw evaluation data. To make sense of these data, the evaluation is reported in three formats, each paralleling one of the study's original purposes (see Appendix G):

1) **Needs Assessment** of students, faculty, and community, to determine needs and the availability of resources to meet these needs; conducted annually in conjunction with planning and budgeting. A quick review of the Student Inventories of students who have not actually enrolled in a field studies course, and of the Placement Inventories of those placements which have not been utilized as field studies projects, indicate the "unfulfilled needs" of both students and community sponsors. In the face of such information, several things can be done to address the needs identified: recruitment of special-interest students to meet unfulfilled community needs, identification of new community needs to meet existing student interests, development of new faculty sponsors to enable field studies projects to be undertaken not possible under available faculty. These are activities which can be done rather easily and can yield relatively quick results. In the long term, it is possible to direct publicity about community needs toward special student groups whose membership is likely to match community interests, and to develop new field studies courses which address either community needs or student interests not currently being met.

2) **Administrative Evaluation**, to determine the adequacy of staffing and supervision of field studies courses and the gaps which require attention or additional resources; conducted quarterly. This evaluation relies almost exclusively on the Quarterly Field Studies Activities Reports, which not only summarize, by course, the work load of program coordinators but also the number of students, faculty, and community organizations actually involved in field studies. This information allows program planners to project appropriate staffing levels for each course for the next quarter and to estimate long-term needs. When the evaluation data points up a need, coordinators' assignments can be shifted immediately to equalize workloads and to fill critical gaps. When analyzed over time, Quarterly Report statistics enable staff to predict long-range program loads.

3) **Annual Course Evaluation**, undertaken in collaboration with departmental course and curriculum reviews. This evaluation is concerned with the quality and effectiveness of field studies courses in meeting stated course objectives and overarching goals of the field studies program. Since all evaluation data are initially batched by courses or independent projects, the information is easily sorted. To allow for a thorough look at individual courses, the following questions are typically asked in departmental reviews:

a) Are there adequate community service opportunities to meet the learning objectives of the course? (Information regarding this question can be gotten from Quarterly Reports, which list each student and his/her placement and from Field Sponsor Evaluations, which state the assignments and projects given to students.)

b) Are students adequately prepared to perform the services or projects? (Information on this can be gotten from the Instructor and the Field Sponsor evaluations. Additional information about student preparation can be found on the Student Inventory.)

c) Are the students actually learning? What are they learning? Are they learning what the course was designed to teach? (These are not easy questions to answer. Information can be extracted from the Student Evaluations, Field Sponsor Evaluations, Placement Inventories, and, of course, student term papers and journals, which are available to the instructors.)

d) Are course standards and requirements rigorous enough? Are they consistent with departmental/university standards? (Once again, the three evaluations and the Student Inventories provide a wealth of information about frequency of meetings with supervisors, coordinators, and instructors, hours worked on field projects, and so on, all of which describe the substance of each field project.)

e) Are the demands on the instructors involved compatible with their other duties, including pursuit of research and scholarly work? (Information regarding this is found in the Instructor Evaluations.)

Information prepared for departmental review is simply a summary of the raw data concerning each of the above questions. Judgments and actual answers to the questions are left entirely to the departmental committee or chairperson who is charged with the review. As mentioned earlier, what may satisfy one department may not satisfy another, since each establishes its own criteria. The program's effectiveness, therefore, can only be determined on the basis of aggregate results of all such departmental evaluations and the evaluation of independent field studies projects.

Results from the Needs Assessment, Administrative Evaluation, and Annual Course Evaluations all have critical implications for long-term planning, especially for budgeting and resource allocation to support the program's projected needs.

VI. COST AND ADMINISTRATION OF EVALUATION

The most costly and time-consuming aspect of such a comprehensive evaluation is its design. This design phase requires an experienced evaluator who is familiar, or can quickly become familiar, with the general operation of the program. It is also very important to involve program administrators, staff, and representatives of all groups involved in the program, in the design phase, since they may have keen insights into the design process. Involving them also gives them a sense of personal investment in the project and thus makes it more likely that they will cooperate in the implementation of the evaluation, which is, of course, a key to its effectiveness.

The developmental or design phase does not occur overnight. It requires thoughtful consideration of program goals and of the goals of the evaluation, a systematic review of the program, and trials and adjustments of preliminary instruments and procedures. In the specific case of field studies, the evaluation design was spearheaded by the program's director, who was trained in evaluation, and by her development research assistant. The process began with a review of program goals by the entire staff of FSD, together with a small committee of representatives of the faculty, community sponsors, and students. Once program goals were well defined, staff and committee members were asked what kinds of information they would like to have about the program. This information was then compiled by the director and translated into proposed evaluation objectives, which were in turn reviewed and revised by the staff and program reviewers.

Once the program goals and evaluation objectives were clearly articulated, the director and her assistant attempted to identify existing instruments and procedures which could satisfy the demands of the evaluation. Drawing on such materials, six instruments were drafted with staff input, administered, and the results summarized. The data were then given to all involved in the design effort, to determine the usefulness of the information obtained. From this first trial, additional information needs were identified, useless information eliminated, and questions identified which needed to be rephrased in order to gather the desired information. Redrafted instruments were administered again, and the same procedure was used to determine if additional refinements were needed. By the third round, most of the people involved were pleased with the quality of the data generated; the version used then is still in use today.

In developing these instruments, staff were constantly consulted on the ease of their administration. Procedures were tried and evaluated until everyone felt that the most efficient procedures had been found. Once the instruments and procedures were in place, administrative costs of the evaluation became minimal. Printing of the instruments and postage for mailing out and returning community sponsor's feedback are regular costs. Given a volume of 800 field studies enrollees, approximately $200 for printing and $350 for postage per year are needed. A total annual budget of $2,000 is more than adequate to conduct this comprehensive evaluation.

A final, hidden cost of the evaluation is staff time. The program director oversees the ongoing evaluation, making sure that all steps in the process are properly taken and making minor adjustments as needed. In addition, other time spent on the project includes:

- For data input, participating students, community sponsors, and field studies coordinators provide responses.
- For data tabulation, student employees work a maximum of 30 hours per quarter or 120 hours per year. This task is usually assigned to a student intern, who is assisted by a micro-computer program.
- For analysis of data, numerous professionals take it on as an assumed responsibility of their positions. The director and her staff are responsible for summarizing the data and putting it in report format for others to review. The actual reviews are done by various departmental committees and university administrators.

SUMMARY

A comprehensive formative evaluation of an ongoing service-learning program must attend to the following:

1) Need for the program, to assure its continued viability;
2) Quality and size of the program, to assure efficient use of resources;
3) Program effects, to assess ultimate program benefits.

While such an evaluation must be thorough and respectable, it does not need to be overwhelming. A thoughtful design, blending the evaluation procedure into the routine operation of the program, is effective in insuring that regular feedback is received. The evaluation does not need to be costly in either start-up or continuing expenses.

The benefits of such an effort are enormous. Comprehensive formative evaluation insures the more effective use of resources and personnel. It provides comprehensive documentation about the program so that others can clearly see what the program is all about and what it does. Finally, it establishes trends which allow administrators to plan for the future. These benefits are extraordinarily helpful to programs which must maintain their vitality to grow and change in complex environments.

JANE SZUTU PERMAUL is Director of Field Studies Development in the Office of Instructional Development at the University of California, Los Angeles. She has been involved in all facets of experiential education at the college level for over ten years, both locally and nationally. She serves on the Board of Directors of the National Society for Internships and Experiential Education (NSIEE) and is a peer assistant of its Peer Assistance Network in Experiential Learning (PANEL).

THE AUTHOR RECOMMENDS

Anderson, Scarvia B., Samuel Ball, Richard T. Murphy and Associates, **Encyclopedia of Educational Evaluation.** San Francisco: Jossey-Bass Publishers, 1976.

Arranged like an encyclopedia, this book unifies and systematizes the field of evaluation by organizing its main concepts and techniques into one volume, aimed at providing information for making sound decisions about improving, expanding, or discontinuing education and training programs.

Pace, C. Robert and Associates, **Higher Education Measurement and Evaluation Kit.** Los Angeles: Laboratory for Research on Higher Education, UCLA Graduate School of Education, Revised Edition, 1975.

The Kit is a looseleaf collection of "mini-tests," each consisting of from five to fifteen items related to a common theme or factor which can be adapted by an institution to measure and evaluate a particular aspect of its educational programs and activities. The Kit is divided into three major sections measuring: 1) student development, 2) educational processes and contexts, and 3) characteristics of the student body.

Palola, Ernest G., Timothy Lehmann, A. Paul Bradley, Jr., and Richard Debus, **PERC Handbook: Program Effectiveness and Related Costs.** Saratoga Springs NY: Office of Research and Evaluation, Empire State College, 1977.

PERC is a carefully developed strategy in measuring program effectiveness and related costs, especially helpful to institutions which stress contract learning and individual programs of study.

APPENDIX A

Student Inventory

Code: (SI)

Name:	Placement:
Address:	Address:
Phone:	
Major: Year:	Contact Person:
G.P.A.: G.P.A. in Major:	Phone:

PLEASE ANSWER BRIEFLY THE FOLLOWING QUESTIONS. FEEL FREE TO SPEAK WITH A FIELD STUDIES COORDINATOR FIRST.

What would you like to learn from the field study or internship?

Academically-related areas:

Career-related areas:

Other areas:

What related coursework have you had which would help you in your field study/internship?

1.
2.
3.
4.
5.
6.

What work and/or research experience have you had which would help you?

ACADEMIC AND COURSE CREDIT INFORMATION (to be completed by coordinator)

Faculty sponsor:	Course:
partment:	Credits:
Phone:	Credit detail:
Coordinator:	Qtr. to be completed:

(For coordinator's use)	Scheduled/Sent	Completed/Rece.
Site visit or call		
Student evaluation		
Faculty evaluation		
Field evaluation		

Student contacts

Date	Nature of contact	Action -- Referral

APPENDIX B

Placement Inventory

Code: (PI)

Name of Organization:,

Address:

Date:

Completed by:

Phone:

Contact person:

Type of Organization:

Type of Placement:
(what will the student's responsibilities be?)

What qualifications or skills must the student have?

Will the student receive any orientation or training? Please describe.

What skills/knowledge will the student acquire?

Who will be the direct supervisor?

How often will the student have contact with the supervisor?

What is the weekly time commitment?

How many students do you want and when?

APPENDIX C

QUARTERLY FIELD STUDIES DEVELOPMENT STATISTICAL REPORT Code: (QR)

Statistical Information from: ____________________

For __________ Quarter, 198___.

I. Number of students you have seen for

A. Independent Field Studies (please include those who are pending or have not followed through) ______

B. Departmental Field Studies (please include those who are pending or have not followed through) ______

C. Others (referrals, general counseling, general information) ______

II. Number of students you supervised for

A. Independent Field Studies (students who actually enrolled ______

B. Departmental Field Studies (students who actually enrolled ______

III. Number of information meetings or workshops you conducted for

A. Students via academic departments or classes ______

B. Students via EXPO ______

C. Students via PCPC ______

D. Faculty and/or staff in academic departments ______

E. Faculty and staff in other campus departments or units ______

F. Others (please specify)____________________ ______

IV. Number of Field Sponsors used for

A. Independent Field Studies ______

B. Departmental Field Studies ______

V. Number of Faculty Sponsors used for

A. Independent Field Studies ______

B. Departmental Field Studies ______

VI. List all students, faculty, community sponsors as follows (use other side or attach list if you wish):

Student	Major	Field Study Course and units	Faculty Sponsor	Community Sponsor

APPENDIX D

STUDENT FIELD STUDY EVALUATION

Code: (SE)

1. Name______________________________ Date______________

2. Perm. Address______________________________________
City State Zip Code

3. Telephone number__________________/__________________
Current Permanent

4. Field Sponsor: Organization's Name______________________

Supervisor's Name______________________

______________________ ______________________
Faculty Sponsor and Department Course or Program

5. Time spent at field site:______hrs./wk. for______wks. __________Quarter, 198______

6. What were your expectations for the field study? What were the results? (Please check as many that apply to you).

	Expectations	Results
--to acquire specific academic knowledge and skills	____	____
--to apply theory to practice	____	____
--to learn by experience	____	____
--to explore career possibilities	____	____
--to prepare for a specific career	____	____
--to meet new people/make new friends	____	____
--to try something interesting, exciting, fun	____	____
--to provide community service	____	____
--others, (please specify)______________	____	____
--______________	____	____

7. What were the best parts of your field study? What were the most difficult parts? (Choose as many as applicable).

	Best Parts		Most Difficult Parts
a.	____	Development of Learning Agreement	____
b.	____	Fulfillment of Learning Agreement	____
c.	____	Field Experience	____
d.	____	Project Paper or Product	____
e.	____	Journal/Log/Short Papers/Exercises	____
f.	____	Relationship with Faculty	____
g.	____	Relationship with Field Studies Coordinator	____
h.	____	Relationship with Field Sponsors/Professionals	____

8. Did you receive enough help, support and guidance from:

Field Studies Coordinator?	____Yes	____No
Faculty Sponsor?	____Yes	____No
Field Sponsor?	____Yes	____No

Comments:____

____

____

9. Was the workload too great? ____Yes ____No

Comments:____

____

____

10. How well were you able to incorporate your practical learning with your academic study in your paper or project?

0 Not At All	1	2	3	4 Very Well

11. In what way did this experience affect your: (Circle One Number)

	Had No Effect	Had a Minimal Effect	Had a Moderate Effect	Had a Substantial Effect	Had a Decisive Effect
a. Choice of majors?	0	1	2	3	4

In what way?____

____

b. Decision to attend graduate school?	0	1	2	3	4

In what way?____

____

c. GPA?	0	1	2	3	4

In what way?____

____

d. Attitude toward academic studies?	0	1	2	3	4

In what way?____

____

e. Relationships with faculty members?	0	1	2	3	4

In what way? ____

____

11. Continued

	Had No Effect	Had a Minimal Effect	Had a Moderate Effect	Had a Substantial Effect	Had a Decisive Effect
f. Acquisition of specific academic skills and knowledge?	0	1	2	3	4
g. Attitude toward "experiential" programs like this one?	0	1	2	3	4
h. Choice of careers?	0	1	2	3	4
i. Attitude toward Community involvement?	0	1	2	3	4
j. Attitude toward UCLA?	0	1	2	3	4
k. Self-confidence?	0	1	2	3	4
l. Ability to work and learn independently?	0	1	2	3	4
m. Insight into your personal strengths and weaknesses?	0	1	2	3	4
n. Sense of personal achievement?	0	1	2	3	4

After each item: In what way?____

12. Did you keep a journal or field notebook? ____Yes ____No
Was it helpful? ____Yes ____No Please explain______________________________

13. Did you ever get a job through involvement in your field study? ____Yes ____No
Please explain______________________________

14. Do you feel that participation in this program significantly changed your life?
____Yes ____No How?______________________________

15. Please feel free to add any other comments you think would be useful for the field studies office in assisting future students, community sponsors, and faculty sponsors.

APPENDIX E

INSTRUCTOR'S EVALUATION
Code: (IE)

Thank you for sponsoring ______________________________ for a field study project. To help us assess our effectiveness in linking students with faculty sponsors, please complete this survey and return it to us.

Quarter__________ Sincerely,

Dept.___________ Field Studies Coordinator

1. How well prepared was the student for the field study?

0	1	2	3	4
Not at all				Very Well

2. How would you rate your student in the following areas?

	No Opinion	Very Poor				Excellent
a. Overall performance	X	0	1	2	3	4
b. Self-confidence	X	0	1	2	3	4
c. Ability to work independently	X	0	1	2	3	4
d. Insight into his/her strengths & weaknesses	X	0	1	2	3	4
e. Ability to see connections between theory & practice	X	0	1	2	3	4

3. How frequently did you meet with the student? ________ times per quarter.

4. How valuable, in your view, was the field study to the student?

0	1	2	3	4
Of no Value				Very Valuable

5. Overall, what is your reaction to the student's learning through field study?

0	1	2	3	4
Very Unfavorable				Very Favorable

6. What qualities do you consider to be most important in a student to conduct a field study?______________________________________

____

7. How well did the student's project relate to your academic interests?

0	1	2	3	4
Not at All				Very Well

8. Would you be willing to sponsor other students? YES NO

If yes, in what areas?____

____

Under what conditions?____

____

Please make any additional comments:

APPENDIX F

FIELD SPONSOR'S EVALUATION

Code: (CE)

Thank you for sponsoring ______________________________ as a student intern. To help us assess the field study, we would appreciate it if you would complete this survey and return it to us.

Quarter_______________ Sincerely,

Dept._______________ Field Studies Coordinator

At the time the student began the field study with you, how clear an idea did you have of your role and responsibilities concerning the student? (Please circle the appropriate number.)

0	1	2	3	4
Not Clear				Very Clear

2. Did any of the following occur during the field study? (Please check as many as applicable.)

Occurred: Helpful	Occurred: Not Helpful	Would have been helpful	
________	________	________	Received written information on the field study.
________	________	________	Had telephone contact with instructor or field studies coord.
________	________	________	Met with the instructor or field studies coordinator.
________	________	________	Other (please specify)________ ______________________

3. How well did the actual field study relate to your expectations?

0	1	2	3	4
Not at all				Very Well

Comments: ____________________

____

4. How many hours per week did the student work? ________

Was the number of hours adequate to make the field study successful? ____Yes ____No

If no, how many hours would have been adequate? ________

5. What were the assignments and primary duties of the student, including any special projects?

Primary Duties	Special Projects
________	________
________	________
________	________

6. How well prepared was the student for the assigned responsibility?

0	1	2	3	4
Not at all Prepared				Very Well Prepared

Comments: ____________________

____

7. Did the instructor/field studies coordinator make a site visit? ___Yes ___No

Was it, or would it have been, valuable? ___Yes ___No

8. How would you rate your student in the following areas?

	No Opinion	Very Poor				Excellent
a. Overall performance	X	0	1	2	3	4
b. Self-confidence	X	0	1	2	3	4
c. Ability to work independently	X	0	1	2	3	4
d. Insight into his/her strengths and weaknesses	X	0	1	2	3	4
e. Ability to see connections between theory and practice	X	0	1	2	3	4

Please go back and circle the letters in front of the areas where you observed significant change in the student from the beginning of the field study to the end.

APPENDIX G

ILLUSTRATION A: Sample of Quantitative Data Report

	1980-81 A	B	C	D	1981-82 A	B	C	D
DEPARTMENTAL F/S:								
Communication 185	30	15	1	14	165	93	3	79
English 136C	NI	22	2	21	73	30	2	26
Geography 199f/s	90	37	8	36	89	33	19	29
History 199f/s	45	28	8	16	143	70	19	60
Psychology 193	124	100	3	89	143	100	3	97
INDEPENDENT F/S:	254	21	15	15	287	58	47	52
PROF. SEM. INTERNSHIPS:	36	22	9	20	48	25	9	19
Totals:	579	245	46	211	947	409	102	362
GENERAL INFO./ COUNSELING	NA	563	NA	NA	NA	638	NA	NA

CODE: A= Student applicants C= Faculty sponsors NA = Not applicable
B= Enrolled students D= Field sponsors NI = No information

Summary for 81-82:
503 students applied, but never enrolled (A - B).
409 students enrolled in a field studies program.
638 students received general information and counseling.
1550 total number of students served based on QR records.

ILLUSTRATION B: Sample of Qualitative - Narrative Report

... In 1981-82, FSD worked with 23 departments or programs in the College of Fine Arts and the College of Letters and Science and 5 professional schools. Four hundred forty-six students (a 70% increase from 80-81) enrolled in field studies via FSD supported programs. Over a hundred different faculty members served as faculty sponsors (a 98% increase from 80-81) and 291 field sponsors were involved (a 107% increase from 80-81). The faculty sponsors were predominantly from the College of Letters and Science while the field sponsors were from the following: Media Productions- 34%, Business and Profit Organizations- 48%, Public and Non-Profit Institutions- 13%, and Government and Political Organizations- 5%.

...Similar to 80-81, faculty sponsors responded favorably to field studies involvement. Fifty-six percent noted that the student project related to their academic interest well to very well. No one sponsored a student whose project is not related to the faculty's interest. It is also heartening to note that 50% of the faculty respondents met 3-4 times with the students during the course of a quarter-length field study. ...Faculty identified some common qualities which were important to student success in conducting field studies. They are noted below:

. . . . (etc., etc.)

9. Did the student have an effect on normal organizational productivity or behavior?
___Yes ___No How?____

____

____

10. How valuable was the learning agreement in planning and completing the field study?

0	1	2	3	4
No Value				Very Valuable

11. What is your reaction to this field study?

0	1	2	3	4
Very Unfavorable				Very Favorable

12. Would you sponsor other field studies? ___Yes ___No

13. Please feel free to add any other comments you think would help us in evaluating the field study program and experiential learning.

THANK YOU

Jack Knott

ASSESSING STUDENT LEARNING

For many innovative service-learning programs, evaluation is a requirement for continued funding. In this description of the CABLES program, Jack Knott describes a quantitative approach to evaluating student learning which transformed a mandated evaluation exercise into improved program operations and enhanced communication with both community sponsors and educational funders.

In the fall of 1979, the Maryland State Department of Education issued a call for proposals aimed at determining the feasibility of placing large numbers of secondary school students in the community as participants in service-learning projects. The main objective of the state in providing seed money for experimental service-learning programs was to further the point of view expressed in its recently-released white paper, "Mission of Schooling," which argued that the role of educating students lay, not only with the schools and professional educators, but also with the community as a whole. Although career education programs, such as work-release programs, had already been successfully implemented in Maryland, the service-learning approach was considered an important alternative to paid work/study programs, emphasizing as it does community service over personal gain.

In order to fully assess the viability of the service-learning model, a three-pronged program was to be developed in three different locales: an urban, a rural, and a suburban setting. (In fact, only the rural and urban test programs were actually implemented, due to state funding cuts.) The mandate from the state was that fifty percent of the student population in each of the locales be placed in community service projects. Additionally, the state required that those students who were placed represent a heterogeneous cross-section of the total student population. Each experimental program was thus intended to try to delineate the program structure that would support the wholesale placement of diverse students in the community.

Under the auspices of the State Department of Education, the Community-Based Learning and Service Program (CABLES) began operation in April, 1980, at Northwestern High School in Baltimore, Maryland, with the hiring of a full-time staff of three and the hasty placement of its first 50 community service students.

Northwestern High School is a comprehensive high school located in the northwestern section of the city of Baltimore. The student population is approximately lower- to middle-class students, 95% of whom are black. The school, prior to 1980, had a history of poor community relations. Perhaps this was due to the fact that the school is located in a predominantly white, affluent Jewish community. Originally, the students were the children of the Jewish families living in the area. As the children of these families grew up and left the area, only the parents remained. Over this period of time the school's population shifted from white to mostly black.

In the interest of regaining satisfactory community relations, a small program of community service was initiated in 1979. This program set the stage for the state's acceptance of Northwestern's proposal for the CABLES program. Thus, the CABLES project was developed to meet not only the state's goals, but also to expose the community to the positive influence of those students motivated for community service.

Among the duties of the first CABLES coordinators were the development of in-school procedures, site development, evaluation, placement and monitoring, and the provision of in-service training for school district and site personnel. Since those first, experimental steps were taken, CABLES has grown into a well-established service-learning project which places 700 Northwestern and satellite school students each year.

CABLES TODAY

As an experimental program, CABLES has evolved and changed tremendously since it first began. Program goals for the 1982-83 school year were concrete ones which readily lent themselves to quantitative assessment:

1) To provide volunteer, community-based service experiences for 700 students, which simultaneously promote student learning in areas related to the school's academic curriculum;
2) To create an awareness of the CABLES program among at least 75% of the students and faculty at Northwestern;
3) To foster improved school-community relations by involving at least 100 parents and community members in the provision of service-learning experiences;
4) To increase the number of satellite CABLES programs in other schools in the area.

Currently, a student spends an average of 66 hours working as a volunteer in the community in each 18-week semester, this time generally being distributed over approximately ten sessions. Students usually work at sites during the regular school day, although students at some of the evolving satellite centers are also clocking hours after school and on weekends.

A student's involvement with CABLES begins when s/he completes an application to be considered for placement. Students are introduced to the program through assemblies, coordinator class visits, the special CABLES table in the cafeteria, and written and verbal announcements. If a student chooses to apply for the program or is recommended for it by a faculty member, s/he is interviewed by one of the coordinators. At this initial interview, interests, skills, class grades, attendance, attitudes, and limitations are discussed and an appropriate site is selected by the student. Parental permission must then be obtained and each student's teachers are also requested to approve the placement. Teachers do have the option of suggesting that a student not be allowed to participate, although they must provide reasons for such requests. The coordinator, however, makes the final decision about each applicant's participation. Finally, at an interview arranged with the potential site sponsor, the applicant and sponsor decide if the particular placement is appropriate. After all interviews, permission forms, transportation arrangements (volunteers are provided with free bus tickets), and registration procedures have been completed, the student begins work at the placement site.

Perhaps the most challenging aspect of the program is articulated in goal No. 1, the provision of community-based volunteer experiences which simultaneously provide a needed community service, enrich student skills, and offer opportunities to apply parts of the academic curriculum. In order to facilitate such a curriculum tie-in for each site, participating CABLES students select a subject-matter specialist to serve as their sponsoring teacher. Among the responsibilities of the sponsoring teachers are: providing weekly guidance and advice about the site, allowing class time for the students to present information gained from service experiences which may enhance or expand classroom learning, and supervising work on a mutually agreed-upon final project. (Projects are intended to help students make connections between their community and classroom experiences; examples include photo, written, and oral essays; photo-journals; diaries and logs; magazine articles; architectural plans; written histories of organizations; and interviews. These projects are as diverse as the students and teachers defining them are imaginative.) Student classroom presentations are intended to allow them to contribute new information, methods, and skills which are not yet in the public school domain, and which may help motivate other students; for example, students at business sites are usually exposed to much more advanced equipment than a school can provide; students at a print shop gain experience with the newest technologies that the field can offer; students at a teaching hospital are exposed to the latest developments in health care.

WHY EVALUATE?

From the outset, evaluation has been a fact of life for the CABLES program, having been mandated by the funding source in the earliest stages of program planning. Indeed, the initial call for proposals requested that applicants submit a proposed method of program evaluation and a plan for how the evaluation would be utilized. For the Maryland State Department of Education, evaluation was essential to justify the investment of tax money in such a project.

Other partners in the CABLES project had their own agendas for such an evaluation, however. The school board needed an evaluation to justify providing in-kind services such as telephones, office space, postage, auxiliary personnel, and released time to staff. Teachers needed to know that students were not using this program as a "free" day from school. Parents wanted to be assured that their children would gain basic skills even while volunteering. And, naturally, the program planners were interested in looking at all aspects of programming to improve program practices in each succeeding semester and to provide a record of the program's positive aspects.

FRAMING THE EVALUATION

Close examination of our evaluation materials reveals that the CABLES program has responded to these many demands for evaluation by a two-tiered evaluation process: 1) an assessment of the program's annual goals (see above), and 2) an assessment of the impact of the program on the students themselves. In general, all evaluation efforts have emphasized quantitative measures. The annual goals, for example, are stated in quantitative terms. It is an easy matter to determine whether the goals of numbers of students placed have been met, to determine the number of faculty and students involved, to count the number of parents and community members who have helped in CABLES, or to register the number of satellite programs which have been started. Qualitative statements about each of the above measures are then used to verify and validate these quantitative results.

The measurements of impacts of the program on students is much more difficult to accomplish. In the CABLES evaluation, we have utilized both quantitative and qualitative measurements. The sophisticated quantitative evaluation procedures that have been employed, however, have only been possible through the assistance of the Maryland State Department of Education and the University of Wisconsin (see below), both of which have lent expert research design and statistical support to the project.

Turning first to a review of CABLES' qualitative approaches to evaluation, the goal of this approach to student assessment is to provide ongoing, informal monitoring of each individual student, in order to assess the intangible hard-to-measure outcomes of the program. In an attempt to document student growth based on CABLES participation, several measures are employed. Not all of these are used for each student, nor can we unequivocally state a cause-effect relationship between participation in such a program and changes in these measures. Still, positive results in one or more of the following measures seem to indicate that some growth has taken place.

1) **Academic Credit.** For students to successfully earn credit through the CABLES program, three evaluation criteria must be met: a) students must spend at least 66 hours on the site, carrying out the services contracted for; b) students must receive a satisfactory written evaluation of their work from site personnel; and c) students must receive a satisfactory written evaluation from their sponsoring teachers, indicating that the final project has been successfully completed. Students who do not meet all of these requirements, and thus who have not fulfilled the goals established for the experience, are not awarded credit.

2) **Anecdotal Records.** Records are kept of both positive and negative comments of teachers, parents, on-site personnel, the CABLES coordinator, and the students themselves.

3) **Student Feedback Seminars.** Two or three times per semester, students in the CABLES

program participate in seminars where potential and actual problems are discussed, frustrations vented, and successes announced. All students participate in at least two seminars per semester. Parents, faculty, counselors, administrators, and frequently special guests (such as central office staff) are invited to attend. Seminar groups are usually 20-30 students, and are frequently heterogeneous, including students from a wide range of sites.

In seminars, methods such as role-playing, group discussions, brainstorming, problem solving, and small group/large group reporting, are used to measure such intangibles as growth in problem-solving skills, improvement of public-speaking skills, and increased competence in expressing thoughts and ideas. The behavioral observations made in these seminars provide invaluable evidence of student growth.

4) **Site and Teacher Evaluations.** At the end of each semester, both the site sponsor and the sponsoring teacher complete brief written evaluations of students' work and deportment in the placement, including comments on appropriateness of dress, work habits, and general attitude. These evaluations may be either positive or negative, and have proven to be one of the most useful barometers of student growth. Typically, evaluations from teachers are lengthier and more detailed than those received from site sponsors.

5) **Student Awards.** The fact that so many CABLES students receive awards from government, civic, and business organizations is an important, unexpected measure of student achievement and growth. The end-of-year luncheons and awards ceremonies held to honor CABLES students, though certainly not "hard data" for the researcher, are evidence that something positive is happening to students because of their participation in the program.

6) **Continued Volunteering at the Site or a Job at the Site.** Frequently, students continue to volunteer on weekends and during the summer months at their CABLES sites, a fact which we view as a measure of growth in social maturity. The number of students who get paying jobs at their sites is also a measure of the value of student services to the organizations which employ them. The value of such qualitative assessment practices in assessing student growth through service-learning cannot be overestimated. For the program which does not have access to professional researchers, such approaches to evaluation are justified by their simplicity and manageability.

ASSESSING STUDENT LEARNING: QUANTITATIVE APPROACHES

In addition to the qualitative approaches described above, which are ongoing and intended to loosely bracket the impacts of the program on students, the CABLES program has also been the focus of formal, quantitative evaluation research mandated by the Maryland State Department of Education. Initiated at the very beginning of the program, these studies utilize a pre-post test design to determine the program's impacts on students' self-concept, school attendance, and knowledge of the community.

The history of this research effort is in some ways instructive. During the initial start-up phase of the CABLES program (May-June, 1980), changes effected in the first 50 students enrolled in the program were assessed and compared to those of a control group, using a standardized national survey that had been written into the initial proposal. This initial evaluation attempt proved useless, however, yielding inconclusive results. Not only was the time spent on site by the student group too short for measured changes to be attributed to the service-learning experience, but the selection of an appropriate control group proved to be difficult and the time available for testing students, inadequate. This evaluation is useful, however, as a reminder of the dangers of undertaking an evaluation which is not carefully designed with the realities of the program in mind.

By the following school year, a much more complete and appropriate evaluation was initiated. This evaluation, which was conducted by Research for Better Schools, a private firm specializing in educational evaluation, included both the impacts of the service-learning program on student attitudes and school performance, and a cost analysis of CABLES.

The first phase of the evaluation was instrument development, carried out by RBS from September 1980 through January 1981, on the basis of the results of 100 interviews with CABLES staff, administrators, students, and site sponsors, about the goals of the program for students. Two instruments were thus developed specifically for use in evaluating CABLES. 1) The Student Attitude Survey was designed to determine changes in student self-concept and community awareness effected through participation in the program (see Appendix A) and was to be administered as a pre-post test. 2) The Student Feedback Survey was intended to collect student reactions to the program after they had participated (see Appendix C) and consisted of student ratings of their community experiences on a scale of 1 ("strongly disagree") to 5 ("strongly agree"). Items on the Feedback Survey referred to the elements of the students' service-learning experiences, for example, having adult responsibilities, having opportunities to do things at the site rather than just observing, clarity of directions, being appreciated, having opportunities to make important decisions, and having opportunities to apply community learning in school.

Pilot testing of these instruments was the next step in the evaluation process and was completed between February and June, 1981. Both survey instruments performed adequately in the pilot test; the average item-to-total score correlation for the Student Attitude Survey was .57; the correlation for the Student Feedback Survey was .59. Accordingly, the surveys were approved for administration in the 1981-82 school year. The final piece of the RBS evaluation design was the development of simple procedures for determining whether school attendance was affected by the program.

With the completion of this year-long evaluation design project, a complete evaluation of CABLES was undertaken for the school year, September 1981-June 1982. These pre-post test results on the CABLES students support the value of service-learning programs in promoting positive change in student self-concept and in knowledge of the community. Appendix A summarizes the Student Attitude Survey results. As can be seen from these data, there was a general gain in positive attitudes during the service-learning experience (note especially the "mean change" column). Items showing the most gain involved gaining the trust of others, influencing events, helping others, learning in the community, taking responsibility for caring for others, carrying out assigned tasks, persevering, and gaining knowledge of career options. Overall gains, i.e., the combined results of all students tested in the CABLES program, were tested statistically as reported in Appendix B. The total gain scores from pre-post testing were statistically significant at both schools, indicating that the results of the test are "believable" to a high degree of confidence.

Based on these data, it is the conculsion of the CABLES staff that students who participate in service-learning programs develop a positive outlook on the community, the world of work, and their own capabilities and future possibilities as caring persons in the adult world. Such hard data documenting change in students through participation in service-learning programs is most persuasive with school boards trying to decide whether to invest time or funds in such projects. While it is not possible to derive definite causal links between participation in service-learning and the changes measured, such data nevertheless add significantly to the credibility of the program.

Appendix C presents the Student Feedback Survey results for the program. These results are based on students' reported exposure to one or two community sites and on-site experiences for approximately 12 days. High-scoring items, as defined by the CABLES staff, were related to having adult responsibilities, doing instead of observing, having opportunities to discuss experiences, and receiving adult attention and appreciation. Low-scoring items concerned making important decisions, having ideas ignored, receiving help, being criticized by adults, and having opportunities to apply community learning in school.

The results of this survey can be used to improve the program itself, with the hope that such improvement will enable continued student growth and learning. For example, the low score (by CABLES standards) of 3.77 for item No.4, "Having challenging tasks on site," can serve as an impetus for the service-learning coordinator to insure that the sites provide as challenging tasks as possible, given the competencies of the students. (It may also be that students perceive that they are not being challenged when in reality they may be doing something very valuable. Test results can thus alert service-learning coordinators to the need to help students develop a more balanced perception of the importance of these activities. Note the importance, in this example, of interpreting statistical results with care.) The fact that items Nos. 21 and 22 on the survey are low-scoring indicate that the linkage between school and site needs to be strengthened. Thus, test results alert program planners to the importance of fortifying the existing curriculum tie-ins and of developing new linkages to the curriculum with the explicit goal of raising these scores in future surveys. One such method actually implemented in CABLES was to use substitute teachers in the classroom, thus freeing the time of sponsoring teachers to allow them to go the sites to observe student performance.

During the 1982-83 school year, partly in response to these evaluation results, the CABLES project was selected by the University of Wisconsin as one of eight service-learning programs in the United States to be included in an even more comprehensive study of such programs. Although this research project meant a heavier work load for staff, it was felt that the additional "ammunition" from such a prestigious study would help insure future funding of the CABLES project.

Like its predecessor, this evaluation was conducted as a pre-post test study. The director of the study and his research assistant were in Baltimore a total of three times to complete tasks in the study. Twenty CABLES students and 20 non-CABLES students, selected as a control to the CABLES students on the basis of race, gender, grade level, and economic background, participated in the study. Participation was strictly voluntary. All students were tested at the beginning and at the end of the program period. Four CABLES students and four non-CABLES students were both tested with the main group and also interviewed extensively at the beginning, middle, and end of the semester. Site sponsors, administrators, teachers, and CABLES staff were also interviewed. Students were observed on site and in regular class settings, and CABLES students were also observed during the CABLES program seminars.

The purpose of this evaluation study was to determine what specific characteristics of a service-learning program correlate with which student outcomes. The project was also attempting to develop a readily available, easy-to-use, standardized instrument for use in evaluating the impacts on students of programs of this type. Results of this study will be available in late 1983. It is expected that the study will be one of the most comprehensive studies ever conducted on service-learning programs. This effort should make collection and documentation of hard data possible for those of us who need quantitative measures of our students' growth through service-learning programs.

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APPENDIX A

STUDENT ATTITUDE SURVEY RESULTS

Item	Pretest (n=266)		Posttest (n=102)		Mean
	Mean*	SD	Mean*	SD	Change
1. I feel bad when I let people down who depend on me.	4.42	.82	4.43	.75	+ .01
2. It's the responsibility of the whole community to take care of people who need help.	3.86	.97	4.01	.90	+ .15
3. I want to help solve school problems.	4.08	.75	4.12	.75	+ .04
4. If I'm part of a group, I try to do my share of the work.	4.67	.54	4.66	.54	- .01
5. I try to find time to help other people.	4.17	.68	4.24	.55	+ .07
6. I'm interested in what other people have to say.	4.12	.63	4.06	.81	- .06
7. It's important for people to work together to make the community better.	4.64	.55	4.65	.50	+ .01
8. I've been able to help others in my community.	3.76	.82	3.97	.78	+ .19
9. I have a lot to offer other people.	3.92	.82	4.07	.73	+ .15
10. I try to let others know if I can't complete my job.	4.15	.88	4.31	.82	+ .16
11. People should only help people they know—like close friends and relatives.	4.41	.85	4.36	.88	- .05
12. It's difficult for me to carry out what I'm supposed to do.	4.26	.81	4.39	.97	+ .13
13. I have trouble getting people to trust me.	4.35	.95	4.62	.75	+ .27

*On a scale from 5=Strongly Agree to 1=Strongly Disagree; negatively worded items were reversed statistically.

14. I have a lot to say about what happens to me.	4.23	1.00	4.49	.85	+ .26
15. It is important to help others even if you don't get paid for it.	4.29	.86	4.42	.72	+ .13
16. I'm good at helping people.	4.30	.81	4.51	.56	+ .21
17. I feel that I must carry out assigned tasks.	4.23	.87	4.36	.82	+ .13
18. Good things usually happen because of luck.	3.75	1.11	3.85	1.08	+ .10
19. I worry if I don't finish jobs I promised to do.	4.11	.98	4.18	.80	+ .07
20. I can help solve problems in my community.	3.66	.89	3.75	.86	+ .09
21. I learn a lot about myself helping others.	4.32	.68	4.36	.64	+ .04
22. I feel good after I help someone in the community.	4.37	.66	4.38	.68	+ .01
23. I learn a lot about what I want to do after finishing school by working in the community.	3.86	1.02	4.19	.91	+ .33
24. Working in the community is like having a job.	3.96	1.07	3.87	1.22	- .09
TOTALS..................	99.89	8.57	102.25	8.88	+2.36

*On a scale from 5=Strongly Agree to 1=Strongly Disagree; negatively worded items were reversed statistically.

APPENDIX B

STUDENT ATTITUDE SURVEY ANALYSIS

	Mean Total Score+	Standard Deviation (SD)	T-Value
RURAL SCHOOL (n=216)			
Pretest	96.47	9.62	2.83**
Posttest	98.36	10.77	
URBAN SCHOOL (n=103)			
Pretest	100.33	8.63	2.06*
Posttest	102.06	8.85	
COMBINED (n=319)			
Pretest	97.72	9.47	3.49**
Posttest	99.55	10.32	

* p. .05
** p. .01
\+ highest possible score = 120

APPENDIX C

STUDENT FEEDBACK SURVEY

Item	Rural School (n=303)		Urban School (n=124)	
	Mean*	SD	Mean*	SD
1. How many community sites did you visit through the program?	1.97	1.39	1.45	.86
2. How many total days did you spend at CABLES program sites?	11.67	--	11.69	--
3. I had adult responsibilities.	3.95	1.12	4.21	.90
4. I had challenging tasks.	3.65	1.18	3.77	1.18
5. I made important decisions.	3.34	1.16	3.72	1.10
6. I discussed my experiences with teachers.	3.39	1.25	3.89	.95
7. My ideas were ignored.	2.78	1.10	2.96	1.06
8. I did interesting things.	3.90	1.19	4.26	.94
9. I got to do things instead of observing.	4.17	1.01	4.40	.80
10. I was given enough training to do my tasks.	3.85	1.04	4.02	1.03
11. I was given clear direction.	3.94	.97	4.32	.73
12. I had freedom to develop and use my own ideas.	3.54	1.16	3.94	1.04
13. I discussed my experiences with my family and friends.	4.11	1.00	4.31	.87
14. Adults at the site took personal interest in me.	3.92	1.02	4.31	.82
15. I was able to do things which interested me.	3.92	1.11	4.07	1.00
16. I had different kinds of jobs at the site.	3.86	1.11	3.94	1.18
17. I never got help when I needed it.	3.23	.97	3.39	.86
18. I was appreciated when I did a good job.	4.00	1.12	4.46	.71
19. Adults criticized me or my work.	3.00	1.12	3.38	.97
20. I felt I made a contribution.	3.83	1.16	4.23	.82
21. I've applied things I've learned in school to my community placement.	3.64	1.22	3.77	1.18
22. I've applied things I've learned in my community placement to school.	3.45	1.23	3.56	1.21

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* Items 3-22 on a scale of 5=Strongly Agree to 1=Strongly Disagree; negative worded items were reversed statistically.

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EVALUATING COMMUNITY IMPACT

Despite the central importance of community service, evaluations of service-learning programs have seldom examined the impact of student participation on community organizations or their clients. Researchers from the Center for Lifelong Education present here a collaborative approach to undertaking such a study. In this model, outside evaluators work in a staff development role to help agency personnel look honestly at the effects student interns have on their work. In presenting their approach, the authors reflect on such important evaluation issues as: when to rely on qualitative data, how to limit the scope of an evaluation, and how to garner the time, personnel, and material resources needed to conduct an accurate evaluation.

Although much has been written about student learning in community settings (Allen, 1983; Ellsberry, 1982; Moore, 1982; Smith and Barr, 1976),[1] less is known about what happens to individuals and agencies affected by student participation in community service projects. In this chapter, we will describe an evaluation designed to address this issue.

The 41 community agencies participating in our study are all located in Indianapolis, Indiana, and have served as internship sites for students from the city's 17 high schools. The organizations providing service experiences include:

- health care agencies (a nursing home, a hospital, a palsy treatment center);
- teaching agencies (a school for the deaf, a private school, a public junior high school);
- political agencies (a Mayor's office, a U.S. Senator's office, a County Prosecutor's office);
- other agencies (an ethnic community center, a humane society, a nature center).

From the agencies' own perspectives, student internships serve a variety of different purposes. Some agencies see the students as enthusiastically assuming roles that agency employees find boring or unrewarding—from emptying bed pans in a nursing home to stuffing fliers into envelopes for a political campaign. In other cases, agencies report that student attitudes toward their work affect clients positively, from showing excitement and joy while reading Peter Pan to a group of spellbound patients at a children's hospital, to listening intently to the fuzzy reminiscing of a 90-year-old former railroad switchman. In still other cases, agencies feel that when students work alongside regular employees, the latter's work tends to be better than when they work alone. Thus, internships are seen as ways to improve the delivery of services to clients, to free agency employees to assume more rewarding duties, and to influence the quality of work performed by agency employees. In a few cases, internships are viewed as apprenticeships in which students are considered potential agency employees.

GETTING INVOLVED

One major purpose of the Center for Lifelong Education at Ball State University is to provide services to community organizations. Since 1965, our emphasis has been on conducting evaluations of public school and social agency programs, and leading evaluation workshops and long-term, in-service programs for agency personnel. The study reported here is one of several requested of CLLE by community organizations and was motivated by the opportunities that it provided to collect valuable data which the participating agencies could use to make decisions. Specifically, the director of Learning Unlimited, an alternative high school known for placing students in community internships, approached CLLE about undertaking a study of how agencies contribute to the education of student volunteers and how, in turn, they are influenced by the students who work with them.

Several criteria guided us in deciding whether to get involved in this evaluation project:

1) Our level of enthusiasm for the internship concept was high. Students were being given well-planned learning opportunities in the community; we value this approach. The variety of internship sites, the range of concepts and skills to be learned, and the number of students involved further fired our enthusiasm.

2) The extent to which we could contribute to improving the quality of the Learning Unlimited program also seemed high, since producing useful knowledge is an important contribution which the evaluation process can make. The ways in which community agencies are influenced by student interns is a topic which had been little studied and was of interest to us as well as to the sponsoring agencies. In this particular study, we believed we could produce useful knowledge for agency personnel, who seemed eager to find out how they might be changing because of student participation. Their interest led us to believe they would use the information to become more effective as supervisors of student interns.

3) The degree to which we could give time, personnel, and material support to the evaluation seemed adequate. For most evaluation efforts, the availability of adequate financial, material, and personnel resources is an important issue. However, because of the nature of the CLLE program, in which we teach program evaluation and thus seek evaluation opportunities as practice for our graduate students, the individuals participating in the design and conduct of this evaluation contributed their time and covered their own expenses. Specifically, a highly competent graduate student was involved in developing the project right from the beginning, while faculty members assisted in defining the study's objectives, constructing evaluation instruments, advising on data collection and analysis, and editing copy. Because of this faculty monitoring, we had confidence that the evaluation would provide dependable, useful data for the community agencies involved.

4) The level of anticipated collaboration was high. Indeed, the willingness of agency personnel to participate in the study implied a climate of cooperation, which in turn made it reasonable to expect that other conditions essential to the collection of quality data would also be met. Thus, we assumed that agency personnel would be willing and able to give time and thought to their participation in the study. An atmosphere of personal security would make possible the accurate reporting and honest examination of the staff's experiences.

5) The potential for long-term, as opposed to "hit-and-run," involvement was present. An important objective of our research group is to establish the trust and openness needed to actually use the evaluation data to improve the programs being evaluated. We were hopeful that this initial study would provide sufficient data to whet personnel's appetites for such implementation efforts. At the same time, however, we were also concerned that, just as agency personnel did not have the time or expertise to carry out the evaluation, they might not be able to devote effort to bringing about changes recommended by the findings. It fact, it has been our experience that few program directors and participants know how to use evaluation data to develop or implement program modifications. Hence, as external evaluators, we are committed to playing a long-term role in helping to implement changes in the student internships,[2] and believe that our unique position as "insiders' outsiders" enables us to do this.

Once the evaluation was agreed to, a letter was sent to targeted community agencies to see if they were interested in participating in the study (see Appendix A and Table 2). The letter was sent over the signatures of the director of Learning Unlimited and a former teacher at that school, because both had worked closely with the directors of the agencies being solicited. These letters were followed by phone contacts to schedule interviews.

Not all agencies initially contacted agreed to participate. To replace those that declined, we returned to our list and contacted others until a total of 21 had agreed to be included. This number was significant because it was a majority of the agencies offering student internships, and was a large enough sample to allow us to randomly select agencies from all the categories represented. It was also a feasible number to study in a period of a few months. Once we had 21 agencies agreeing to participate, we set out to design the study.

EVALUATION DESIGN

Program evaluation differs from other forms of evaluation in subtle but important ways. First, in the evaluation of programs that provide a service or that intend to educate, the evaluation must identify strengths and limitations of the program; although individuals are often the major source of data, evaluating individuals is not the object of the study.

A second issue specific to program evaluation is that most programs contain many components unique to the program. Thus, adequate evaluation requires the development of data collection instruments appropriate to the specific program and the use of program objectives as the basis for the design of the instruments.

While this approach was taken in our study, we limited the focus of our evaluations to only four of the most important program objectives. We did so because we felt that, in any evaluation effort, adequate data can be collected on only a few objectives if the evaluation process is to be manageable. This practice means we cannot gather data on all of the important outcomes, but it allows us to look in great detail at the objectives on which we do have data and therefore to have more confidence in the accuracy of our conclusions.

When we began our study, we found few written goals or objectives for the programs we sought to assess. (This is often the case in service-learning programs.) To identify researchable objectives, we asked agency personnel to describe the duties they ask student interns to perform and to explain the purposes of these duties. The director of one agency, for example, listed the following: "to see that the room is clean when the children leave, that games and other materials are put in their places, that childrens' lockers are straightened, that the carpet is swept, the sink washed, and so forth...." Initially, she claimed that the objective underlying these activities was "to help students understand the menial tasks that are required of a teacher." As we examined these objectives further, the director added that "perhaps students do things that enable the teachers to focus on more professional responsibilities."

We worked briefly through this process of defining the full range of program objectives with the directors of the 21 agencies involved. By combining their responses into a composite list and then reducing it to a manageable statement of objectives that subsumed all the characterisitics mentioned orginally, we created a clear and comprehensive description of program goals.[3] This became the focus for our evaluation study.

The final step in the evaluation design process was to identify, again with agency input, evidence of the extent to which objectives were being met. Examples of the kinds of behaviors that were identified as indicators of student influence on community agencies were:

- The reexamination by agency personnel of what they were doing and why they were doing it;
- Increases in the number of personnel available to provide client services;
- Compliments given by clients to students for the services they had performed.

THE INTERVIEW

In gathering data for our study of the impact of student interns on community agencies, we relied solely on interviews. We did so primarily because we have found interviews effective in gathering data in programs where participants act individually but where more general descriptive data about the program is needed. There are, however, additional advantages of the interview process which made it particularly appropriate for this study:

1) We entered the study with little knowledge of what we would find; thus learning about the program was one of our primary concerns. Since interviews require respondents to construct their own responses, we believed a "reality would be created from their answers to interview questions which would be unavailable through any other method."
2) Interviews would also allow us to look as flexibly and as broadly into the program as possible. Interviewing enables the interviewer to pursue a topic, to probe into the responses that a person gives, to stimulate a person to talk beyond the intent of the question where such pursuit is productive. Because of the time available for reflection during an interview, responses may be more detailed. In a sense, interviews are often instructional to respondents and can become a kind of intervention; appropriate

questions can stimulate respondents to analyze their experiences with more perception than they have used previously.

3) Unlike other methods, interviews are a "personal" form of data collection and can be used to establish rapport between data collectors and data sources. Interviewers usually enjoy responding orally to significant questions about topics of special interest. These factors, we hoped, would help us get to know the personnel in these agencies, as this was an important concern of ours.

Constructing the Interviews. In constructing interview items for study, an initial list was prepared by one of the authors and revised by the other two. In designing interview questions, we used the following guidelines, which are generally followed in developing interviews for any program evaluation:

- include only one question in each item;
- ask each question in a neutral form;
- avoid questions that permit "yes" or "no" responses;
- make questions sufficiently complex to require respondents to talk in sentences or paragraphs;
- arrange questions in a series to obtain a depth of response (for example, questions 3, 4, and 5 below focus on the value of interns to an agency);
- write questions so as to solicit the most precise response possible.

Once a revised list of questions was completed, it was sent to five researchers, who were asked to comment on it. After making a third revision based on their suggestions, the guide was field-tested at three community agencies where agency staff responsible for supervising student interns both answered and critiqued the questions. Following field-testing, the interview guide was revised again. The following are examples of questions asked on the topic, "How are community agencies influenced as they provide experiences for student interns?"

1) Students take up time which you could use for doing other important things related to your job. About how much time per week is given to students?
2) Do students give back enough to make the time you spend with them worthwhile? Please explain.
3) Think about a student you would consider valuable to you and the agency. What makes her/him valuable?
4) What did you, or others, do that helped him/her to become valuable?
5) Think of the opposite situation—a student who was of little or no value to you and the agency. In what ways was s/he not valuable?
6) Think about yourself and the agency since students have been doing internships here. Are there ways that the agency was changed because it worked with students?
7) What have you or others here learned about what students can accomplish as interns in the agencies?
8) In what ways have students been important to your agency?
9) Are there residual effects on the agency after students leave their internships?

Conducting Interviews. When interviewing community agency personnel, we followed a set of procedures we use in any interview situation:

- We let the interviewees know that we needed to record data by saying, "I will need to take notes so I'll not forget the important things you've told me."
- We always began with a non-threatening question, typically descriptive of the person's work, such as, "How long have you been working here?" or "How many interns have you supervised?"
- Early in the interview, we established rapport with the person being interviewed.
- We acted business-like, and were thorough in our questioning.
- To show we were attuned to the interviewee's comments and to maintain verbal contact, we offered encouraging but noncommittal phrases such as, "I understand" or "Yes."
- We accepted all answers given, never disapproving or giving the impression that we expected anything other than what the respondents offered. However, when we received a general response such as, "Interns who work for me are valuable to the agency," we asked for specific examples, such as, "What tasks that interns perform in your agency would you consider valuable?"

As the interviews were completed, each one was recorded as follows:

Health Care Agencies

Personnel	Agency	Place Interviewed	Time	Date	Length of Interview
Ms. J	Nursing Home II	Office	9 a.m.	6/9/82	55 minutes
Ms. W	Nursing Home III	Conference	9 a.m.	6/10/82	45 minutes
Ms. B	Hospital IV	Volunteer Office	9:30 a.m.	6/15/82	50 minutes

Interview responses were recorded by hand. Thereafter, the notes were transcribed and statements categorized by agency and by question. For example, responses reported for the question, "What ways have students been important to your agency?" were recorded as follows: Personnel in teaching agencies answered: "Many ways," "They've been wonderful," "They've kept us on our toes," "They provide more hands—peer tutors, friends, and normalization," "They're an extra pair of hands and a listening ear," and so forth.

As shown in Table 1, below, data collected from each question for each objective were analyzed and then summarized as "examples" of particular activities. These summaries enabled agency personnel to see, without value judgements attached, how their programs compared with others.

TABLE ONE

Summary of Data on the Research Question:
How Are Community Agencies Influenced as They Provide Experiences for Student Interns?

Examples of amounts of time per week given to students in agencies	Examples of the worth of time spent with students	Examples of valuable characteristics of students	Examples of how students were helped to acquire valuable characteristics	Examples of students who were of little or no value
- 15 minutes - 7 hours - 7 minutes - 15 hours - 1 hour the 1st time student came, ½ hour the second time and 10 minutes every other time - 3 hours - 10 minutes - 36 hours total during training - 4 or 5 hours - 2 hours - none	- sometimes worthwhile, students choose whether or not to be responsible - students helped in boosting consumer interests - interns helped do things a limited staff could not do alone - student tasks must be worthwhile so they learn from the services they provide - students learn from experience but the time is not worth it - interns make the work of the agency personnel easier	- willingness to work on a variety of tasks - dependability - a positive relationship with adults - motivation - maturity - enthusiasm - intelligence - dedication - patience - ability to delineate information - promptness	- asking what students could contribute and share - giving students jobs that required responsibility - providing opportunities for students to listen and observe - giving personalized attention to students - answering questions - giving directions - providing experience and guidance - tapping students' resources - helping students work with and understand handicapped children	- immature - lacked self-confidence - interested in the work only for high school credit - irresponsible - unreliable - uncaring - not dedicated

EVALUATION IMPACT: USING DATA TO MODIFY PROGRAMS

Although we had hoped to do so, we were not able to establish long-term evaluation and staff development relationships with the community agencies. There were several reasons for this: 1) The graduate student who conducted most of the evaluation completed her dissertation, received her doctorate, and began looking for a job. 2) The two faculty involved in the evaluation also were engaged in full-time teaching responsibilities as well as working on other evaluation and program development projects, and thus did not feel they could take on another project at the time. 3) Agency directors did not express the kind of interest in ongoing staff development that we had originally anticipated. 4) The distance from our campus to the agencies—one and one-half hours in each direction—was a problem. 5) Finally, there was no funding available to support staff development activities. Although we had provided our services for the evaluation itself at no cost, we were not willing to commit the large blocks of time and preparation needed to carry off an effective staff development program without financial support.

In contrast to this particular case, we usually do assume a staff development role once an evaluation study is completed. We have thus outlined, in the following paragraphs, a typical post-evaluation procedure emphasizing the staff development approach that we subscribe to (see Appendices B and C).

The Staff Development Approach. One of the characteristics of the evaluation design we are advocating is that it generates large amounts of data. While this gives a detailed look at the program under study, such a mass of data can be overwhelming and can discourage evaluators and program personnel alike from actually dealing with all the implications of the data. Thus, there is a need to find ways of reviewing this information, selecting a few critical aspects, and designing responses that are appropriate, given the program's present stage of development.

An application of this approach to the study reported here might take the following form:

- Once the directors of the 21 community agencies had studied the evaluation report for about a week, they would come together for two or three hours of small group work. To this session, each director would bring copies of the report containing evaluation data on his/her specific program.
- Just as we urge program participants to look at no more than from four to six important outcomes during evaluation, we also recommend that the number of program changes initiated following evaluation be limited to two or three at any one time. Thus, we would instruct the directors to review their programs' data, to select the three most important findings, and to articulate the specific criteria they used to choose what was most important.
- Because we assume that data were caused by important events occurring as the program was being implemented, we would urge the program directors to speculate on what caused each of the three chosen pieces of data to develop. While cause and effect cannot be determined with precision, program directors usually know their programs well enough to understand why particular data were generated.

- The next step would be to ask the directors to describe the things they had been doing in the past few weeks which would cause the important data they had identified to occur. For example, one director might say that she meets once a week with each intern and intern supervisor to discuss the week's accomplishments and plan for the following week. Another director might admit that he never knows for sure what interns do and never schedules meetings to gather data on what they do. (This process can be somewhat embarrassing because it is very possible that some directors were not attempting to produce that data that they now see as important. We would not continue this task if the embarrassment became destructive!)
- Data are caused; to emphasize this concept, we would ask the director who had the most positive set of data to describe things that s/he was doing specifically to cause a particular outcome or set of data. For example, a director might share with others a written procedure for screening intern candidates prior to selecting them. Another director might share a set of orientation activities designed to establish close working relationships between students and their supervisors. Once the most positive data were shared, we would work with the program directors to deliberately cause an improvement in the data during the following three weeks. For example, we might ask, "If you deliberately wanted to increase the number of people who would give a particular response or supply a particular kind of data, what might you do as director?" Much of the staff development for a year would be based on this cyclical approach to building specific, short-range goals into program development.

Evaluation studies are useless if not used. The evaluation process we have outlined provides a practical, workable design that is easily adaptable to almost any service-learning program. It is one we have found valuable in getting program directors to examine data and to act on the data for program improvement.

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NOTES

1. See Allen, J. "What Do Community Agencies Give and Get?" Changing Schools, 10 (4), Fall 1982: 6.

Ellsberry, J. "Discovery of Self Through Service to Others." Synergist, 11, Spring 1982: 7-16.

Moore, D.T. "Working Knowledge: Students and Curriculum in Internship Settings." Paper presented at the Annual Meeting of the American Educational Research Association, New York, March 23, 1980.

Smith, V. and R. Barr. "Where Should Learning Take Place?" In Issues in Secondary Education, 75th Yearbook of the National Society for the Study of Education, Part 2, Ed. W. VanTie and K. Behage. Chicago: National Society for the Study of Education, 1976, 153-177.

2. There are a number of advantages to serving as an external evaluator. You don't have established allegiances which might interfere with your judgment and are thus less likely to be biased. You are freer to move among the ranks of the agency from top to bottom. You can offer a fresh, broad perspective to the work of the agency. Yet, as an external evaluator, you also face a critical challenge: you have no assurance that the data gathered during the evaluation will be used to improve the operation of the agency.

3. In order to reduce the number of objectives, we spent more than six hours in intense discussion, arguing at length about word choices (which adjective would best describe the meaning we would like to convey? Which noun would best identify a concept?). We wrote, rewrote, and negotiated the language of each objective until we were satisfied that the characteristics of the original fourteen were, for the most part, subsumed in the final form.

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APPENDIX A

SELECTION OF AGENCIES TO STUDY

Sampling for this study was based on a stratified, random sampling procedure which involved the development of categories of agencies (governmental, private, public, and social) and the assignment of each agency in the study to one of the four categories. This process quickly became problematic, however, because each agency fit into at least two categories. Strengths of our categories were that they were descriptive and that they resulted, when used, in a division of the agencies into workable groupings. The weakness of the categories was that they could not easily be defined.

It was thus necessary to develop fourteen more specific categories: animal, cultural, the elderly, mental and physical handicaps, specific health services, historical, hospitals, parks, political offices, private offices, religious, safety, schools, and other. The strength of this list was that the categories were easily defined; the weakness was that there were so many categories that assigning agencies to them resulted in virtually no useful division of the sample. Indeed, data collected in four instances would have described only one agency, thus providing no basis for comparison. And even with fourteen categories, there was still the need for an "other" category!

The categories finally identified—health care, political, teaching, and other service—were easily defined and had a sufficient number of agencies in each to be representative. Dividing the agencies into these four categories, defined on the basis of characteristics that might affect the results of the study, is called stratifying. The remaining weakness of the chosen categories was that "other service" contained fifteen of the 41 agencies. Indeed, the categories were generally unbalanced in the number of agencies listed in each: the health care category contained 41% of the total agencies, the political category, 10%, the teaching category, 12%, and the other service category, 37%.

Having thus stratified all 41 agencies, we selected agencies for study by picking every other agency from the lists, beginning with the first agency in the first category, i.e., health care. Table 2, below, illustrates this selection process, which is called randomizing. We used both stratified and random sampling in order to increase the representiveness of the agencies studied. For an excellent discussion of these sampling techniques, see C. Fitz-Gibbon and L. Morris, How to Design a Program Evaluation, Beverly Hills CA: Sage Publications, 1978, pp. 157-161.

TABLE 2: RANDOM SAMPLING PROCESS

I. PRIMARY INTERVIEW LIST (Agencies Chosen Through Initial Random Selection

A. Health Care Agencies

1. Teens*****
3. Hospital I***
5. Dentist (private)****
7. Nursing Home II
9. Hospital II
11. Retirement Home***
13. Hospital III*****
15. Nursing Home III
17. Hospital V

B. Other Service Agencies

2. Church*******
4. Nature Center
6. Stables (private owner)***
8. Humane Society
10. City Art Association**
12. Community Center
14. President's Home

C. Political Agencies

1. Mayor's Office
3. Senator I Office

D. Teaching Agencies

1. Elementary School I******
3. School for the Blind
5. Junior High School

II. SECONDARY INTERVIEW LIST (Replacements for Agencies in Primary Interview List)

A. Health Care Agencies

2. Nursing Home I++*****
4. Treatment Clinic
6. Mental Health Center++**
12. Physician (private)++****
14. Hotline++****

B. Other Service Agencies

7. Farm++*****
11. International Center

C. Political Agencies

D. Teaching Agencies

2. Elementary School II

III. TERTIARY INTERVIEW LIST
(Agencies Finally Interviewed Because of Complications in Interviewing Others)

A. Health Care Agencies

16. Hospital IV

B. Other Service Agencies

C. Political Agencies

2. Prosecutor's Office

D. Teaching Agencies

4. School for the Deaf

IV. AGENCIES NOT SELECTED IN SAMPLING PROCESS

A. Health Care Agencies

8. Society of America

B. Other Service Agencies

1. Artist (private)
3. Theatre
5. Fire Station
9. Telephone Company
13. Achievement Association
15. Radio Station

C. Political Agencies

4. Senator II Office

D. Teaching Agencies

N.B. See Footnotes and Code on following page

TABLE 2. CONTINUED

Note: Numbers on above lists indicate their order on the initial random list. The randomizing process consisted of taking every other number on this list, i.e., 1, 3, 5, 7, etc.

Code: Reasons for not interviewing certain agencies:

** Agency reported no program with student interns from Learning Unlimited during the 1981-82 school year.

*** Agency personnel did not arrive at the designated place and time to be interviewed.

**** Agency personnel could not be located either by contacting the community coordinator at Learning Unlimited for the address and/or telephone number, or by calling the telephone operator and requesting the number.

***** The telephone number and address of the agency were known, but the agency personnel with whom the student intern had worked during the internship experience could not be located.

****** Agency personnel with whom the student interns had had contact was on sick leave for the remainder of the 1981-82 school year.

******* Listed at Learning Unlimited as a church, this agency turned out to be a church school and was categorized under "Teaching."

APPENDIX B

PRESENTING A PROGRAM EVALUATION REPORT TO PROGRAM STAFF

Developed by James H. McElhinney

1. Provide each participant in the program a copy of the report a few days ahead of a meeting for those involved.

2. Hold a meeting for the general survey of the complete report:
   a. Emphasize processes that contribute to accuracy of the evaluation.
   b. Explain the development of objectives and their contribution to the structure of the evaluation.
   c. Answer all questions—accept staff criticism—move on to assisting them to be contructive.
      1. "We had trouble with that item, too! Do you think the concept on which it is built is important?"
         "Is there a related or similar concept that is more important?"
         "If you see the concept as worthwhile, do you see a better way of stating the item?"
      2. "When we were building the items we left some in that we weren't pleased with, but we didn't want to lose the concept. If the item causes us to have this discussion, it serves a purpose."
   d. Ahead of the meeting, identify some complimentary points and some that raise questions. Go through the report and call attention to the points you have identified.

3. Work with participants to identify one objective to study thoroughly. Where you have more than one team, each might identify the objective it wishes to start with.

4. Plan the next meeting to study the identified objective.
   a. objectives of meeting
   b. time and place
   c. determine responsibitilites of each person

5. Next meeting of participants
   a. understand what the data say
   b. generate several possible meanings of the data
   c. examine the evaluator's recommendations
   d. draw own conclusions and recommendations
   e. develop a specific set of plans
      1. components of the program to be maintained
      2. components that need to be modified
      3. components to be deleted
      4. components to be added
      5. time lines for parts of the plan
      6. specific responsibilities of each participant

6. Subsequent meetings as provided in the time line
   a. report and monitor progress on accepted responsibilities
   b. make needed adjustments in plan and time lines

7. When purposes of Nos. 5 and 6 are satisfactory parts of the ongoing program, choose a new objective and repeat steps Nos. 4, 5, and 6.

8. Repeat step No. 7 until all evaluation data on all objectives have been studied and all appropriate changes are parts of the program.

APPENDIX C

BUILDING A SERIES OF STAFF DEVELOPMENT MEETINGS ON PROGRAM EVALUATION DATA

Developed by James H. McElhinney

A. Conduct a group meeting for all personnel of the program evaluated. (Follow the procedure in "Presenting a Program Evaluation Report to Faculty," Appendix B.)

B. Plan to hold a series of hour-long, weekly meetings over a period of six to eight months.

C. Select one of the program objectives as the one program participants and supervisors are most ready to work on.

D. From the objective identified:
   1. Select one or two pieces of data that directors would like to "change," i.e., change participant experiences so that they would choose the response that directors judged to be desirable.
   2. Generate two or three possible ways to "change the data."
   3. Examine each alternative in terms of:
      a. specific director behaviors, attitudes, skills
      b. changed activities
      c. different materials
      d. different participant behaviors and attitudes
      e. organizational or administrative changes
   4. From the alternatives, construct a detailed plan including specific director behaviors, attitudes, etc. Directors should practice the specific behaviors needed.
   5. Identify the sequence of steps to be taken as the plan is gradually implemented. Be certain to include rewards for participants when they exhibit the desired behaviors.
   6. Implement the initial practices. Directors and supervisors should reward each other for implementing the initial practice.
   7. Hold weekly meetings to check progress and make needed modifications. Continue intensive attention to the changed practices and look for expected outcomes.
   8. When the initial practices have been practiced to the point that they are almost automatic in appropriate situations, move on to the next section of the plan. Repeat as for the initial practices.
   9. Continue with the process. Select next new practices, practice them until they are almost automatic in appropriate situations, check weekly to be sure individuals are not returning to previous ways, add new practices.
   10. Check the behaviors to be sure that the director's planned changes have actually produced the predicted change in outcomes. Modify if needed.
   11. When the change level for one objective is acceptable to the director and participants, reward everyone with a celebration.

E. Now select a second objective and repeat the detailed process.

F. Substituting and then institutionalizing new practices and outcomes is a demanding task. Strict attention to specific details is crucial.

Roger Henry

OVERVIEWING A PROGRAM'S EFFECTS

In this concluding case study, the Coordinator of the Office for Service-Learning at Kent State University describes the intricacies of designing and conducting a comprehensive, externally mandated, summative evaluation. Among the many important points highlighted in this chapter are: the value of archival data derived from ongoing self-evaluation, the importance of insider participation in framing the review process, and strategies for turning such an event to best advantage. The OSL case study provides insight into how to evaluate every aspect of a service-learning program, from student learning to community impacts to cost effectiveness; thus, it synthesizes the many activities described separately in the preceding chapters into a single process.

I. THE PROGRAM

The Office for Service-Learning, Kent State University, was established in 1968 as a program of the Human Relations Department in the Division of Student Affairs. Although the purpose of the office has historically been to provide service-learning opportunities for Kent State University students, it has recently expanded beyond its original community service focus to include an emphasis on career exploration, skill development, and curriculum enrichment for students. The office has the further responsibility to contribute to the mission of the Student Affairs Division, that is, to generally promote the enrollment, retention, welfare, and development of students. Finally, the OSL contributes to the University's tripartite mission of teaching, research, and public service.

The principle role of the OSL is that of coordinating the work of the several partners to the service-learning program. On the one hand, the office functions as a liaison between the University and the community concerning service-learning programming, recruiting, screening, placing, orienting, transporting, supervising, and recognizing students who desire to become involved. The office also assists faculty in planning and supervising students from specific academic majors in appropriate field experiences and facilitates the granting of academic credit for such experiences.[1] Each year, approximately 150 students receive credit through courses offered by the OSL, while another 250 are referred to the office by faculty to meet departmental course requirements. The total number of students participating annually on OSL-sponsored programs is 1,000 individuals volunteering in over 125 community organizations. Approximately 80% of the students placed are women, 10% are minority students, and a majority are upper division students.

II. MAKING THE MOST OF A MANDATED EVALUATION

In 1981, after 13 years of operation, the Office for Service-Learning suddenly found itself embroiled in unique and significant changes that were taking place at the University and within the program. At that time, an extreme budget crisis had prompted the Ohio State Board of Regents to mandate program evaluation for all academic units of the state university system. As envisioned by the Regents, program evaluation was to profile and evaluate every academic unit's effectiveness in terms of the general mission of the state university system: teaching, research, and public service. The outcomes of the evaluation were to be used to make hard decisions regarding the retention or reduction of units. At Kent State University, this mandate was to bring special pressure to bear on those units on campus, the OSL among them, viewed as expendable by some administrators.

The timing of this mandated, comprehensive evaluation was significant for the OSL for other reasons as well: 1) As part of the general "belt-tightening" going on at the University, the President had recently integrated Student Affairs and Academic Affairs under a single Vice-President. It had thus become important for the OSL to demonstrate its fit with both student life and academia. 2) In reaction to its ever-evolving program, the office had recently changed its name from the Office of Volunteer and Community Services to the Office for Service-Learning. The evaluation would give the program an opportunity to highlight and assess the effectiveness of its new focus. 3) Finally, after 13 years of operation, the OSL was a mature program that had never undergone an objective, external review. Such a process, its staff felt sure, could benefit the program tremendously. This enthusiasm was not based on blind faith, but upon the extensive documentation of the OSL's day-to-day operations that had been collected since the program's founding (see Appendix A). Indeed, every major outcome of the program, student benefits and learning, service to the community, and impact on the University, had been routinely evaluated over the years. Here was an excellent opportunity to "show off" the program.

It was in this context that the Dean of Student Affairs set forth the following goals for the evaluation:

A. To assess the clarity and relevance of the OSL's goals and objectives to the mission and goals of the University.
B. To assess the contribution of the OSL to the mission of Student Affairs.
C. To assess how well the office has met its goals, especially the impact of the unit on student learning and its contribution, educationally and administratively, to other University offices and departments.
D. To assess the quality and value of the services offered by the office to its varied constituents.
E. To provide a basis for the Division of Student Affairs and the OSL to continue self-examination and self-improvement.

Paralleling these purposes was the agenda that the staff of the OSL had quietly established for the evaluation:

A. To enhance the OSL's credibility by educating others in the University about its impact on students, the University, and the community.

B. To get a more objective appraisal of the OSL's operations.

C. To assist the office in both short-term and long-term decision-making concerning the adequacy of its present goals, objectives, and services.

D. To compile more information about the adequacy of present management, resources, budget, and office space.

E. To help further organize documentation of records for use in recruitment and placement of students.

III. FRAMING THE EVALUATION PROCESS

Perhaps the most critical variables impacting the success of any program evaluation are who conduct the evaluation and under what circumstances or constraints it is carried out. In the case of this external evaluation of the OSL, it was decided by the Dean for Student Affairs that the process would model that typically used at colleges and universities to evaluate academic departments, that is, evaluation by a committee external to the program and possessing relevant expertise. This committee, which was selected with significant contributions from the Coordinator of the OSL, was carefully composed of individuals who could be objectively critical of the service-learning concept. The committee included people with first-hand experience in the program as well as highly credible experts in related fields. Its composition included:

- Two students, one recommended by the student government to represent students at large; the other, recommended by the OSL Coordinator, had volunteered for three years through the office.
- One Faculty Representative, recommended by the OSL Coordinator as being from an academic department traditionally involved in a wide range of service-learning experiences for students.
- One Staff Representative, recommended by the Associate Dean of Student Life, the committee convenor, because she dealt with responsibilities similar to those of the OSL and because she was somewhat skeptical of the program.
- One Community Agency Representative, the Director of a nearby Voluntary Action Center, recommended by the OSL Coordinator because of her nationally-recognized knowledge and expertise in the field of volunteerism.
- One Student Affairs Representative, the Assistant Dean for Human Relations, Student Life Department, selected by the Associate Dean because he directly supervises the OSL and is responsible for the overall program.

At its initial meeting, the committee was charged with evaluating the OSL in terms of its stated goals and objectives. It had less than one semester to accomplish this task and complete the evaluation. The committee was to meet bi-weekly for the initial two months of the semester, then monthly for the remaining three months. Much was to be done by individuals or small task forces. The costs of the evaluation, excepting the considerable in-kind costs of committee time, were handled through the general budget of the Dean for Student Affairs.[2]

IV. THE EVALUATION PLAN

A. THE EVALUATION QUESTIONS. One of the most important tasks of the committee, in cooperation with the OSL staff, was the stating of specific questions that the evaluation was to answer and the identification of indicators that would provide the information needed to answer them. By brainstorming questions related to the stated goals of the OSL, the committee defined the following, broad scope for the evaluation:

1) **Goals and Objectives:** Are the stated goals and objectives of the OSL being accomplished? Are they too broad or too narrow? What has been the office's impact on the mission of Student Affairs, i.e., student enrollment, retention, welfare, and development? Do the OSL's goals and objectives overlap redundantly with those of other departments?

2) **Impact on Students:** How many students are served? How diverse is the student population served? How satisfied are students with the services of this office? What developmental experiences are offered to students, i.e., leadership, career, personal growth, skill enhancement? What contribution does participation make to job placement? To learning? To the development of life-long learning skills? What effect does the office and its programs have on retention of students at the University?

3) **Impact on Other University Departments:** What kinds of interaction and how frequent is the interaction with other departments or offices on campus? What contribution does the office make to the objectives of departments, both academically and non-academically? What classes has this office helped develop and implement? What classes are taught by OSL staff? What perceptions of this department are held by the administration and faculty of other University departments, specifically of the quality of interaction with the OSL, e.g., quality of placement, supervision of students, resource sharing, expertise in service-learning, consultative content and process? How important do other departments think service-learning is, especially for the employability of their students?

4) **Service to the Community:** How successful is the office in providing volunters to the community, e.g., how many hours of service, how are problems addressed, what technical support is available from the office? How creative is this office in meeting the needs of the community? What, if any, are the problems that characterize agencies working with OSL students? What perceptions of this department are held by the local community and by other professionals in the service-learning field? How much support for the office is there from agencies who work with the OSL? What is the external recognition of this program and its Director, i.e., in the University, community, state, and nationally?

5) **Staff:** How effective is the staff in meeting its goals and objectives? Is the present number of staff sufficient? Does the staff possess adequate expertise, e.g., years in service-learning administration? How productive is the staff, e.g., amount of programming? How high is staff morale? What staff development practices are operant, e.g., attendance at workshops, resource updating, seminars involving staff and student leaders? What knowledge does the staff possess

about University, service-learning, and student affairs professions?

6) **Space and Other Resources:** Is space adequate to meet objectives? Is it used efficiently? Are equipment, publications, supplies, documents, and library materials adequate and effectively utilized?

7) **Budget Resources/Costs:** Is the budget realistic in light of objectives? Is department maximizing the use of its financial resources? What outside funding does the OSL secure? How resourceful is the staff financially?

8) **Professionalism of Office:** Is there evidence of creative productivity, e.g., publications, use as consultants or trainers, reputation among professional colleagues?

9) **Administration:** How are decisions made? Are policies and procedures adequate for the office? Is there adequate planning for the future? Are objectives addressed and accomplished? Is the office in compliance with applicable laws and regulations?

B. THE EVALUATION DESIGN: UTILIZING FOUND DATA. Because of the OSL's long history of ongoing self-evaluation, the committee found itself confronted with an embarrassment of riches when it began work on the planned evaluation. In order to make the task more manageable, the committee established small task forces, each charged with finding answers to one of the nine sets of evaluation questions. The specific evaluation design used by these groups varied depending on the questions to be answered. The task force evaluating the program's accomplishment of goals and objectives, for example, used a planned-accomplishments-vs.-actual-accomplishments design to study the programs's annual reports and performance reviews. The task force evaluating service to the community, on the other hand, used a case design, gathering information from community agencies on how the OSL impacted them. In addition, this team undertook a comparative design, consulting with the National Center for Service-Learning to secure comparative data on other programs. The task force looking at impact on students utilized a combined case and time-series design, combing through the masses of descriptive and analytical data available from the OSL on student experiences with the program, then tracking some graduates to assess such variables as retention and career development.

Throughout the evaluation process, the committee relied heavily on the raw and compiled data already available from the OSL (see Appendix A for an overview of the written evaluation procedures routinely utilized by the program). In addition, the committee used the following data-gathering strategies:

1) **Visual Inspection of Office Facilities.** In order to assess space and other resources, committee meetings were held at the OSL office so that members could see the actual operation and have ready access to information from office files. The committee was given a complete tour of the facility so members could visually assess such factors as space needs, accessibility to students (centrality), office atmosphere, and the physical condition of the office. The OSL staff also displayed resource materials, learning tools, and office publications so that the committee

members could peruse them before and after meetings.

2) **Interviews.** In order to gain more information regarding the operation of the Office for Service-Learning and the value of the students' experiences, structured interviews were held with faculty from a number of academic units and with service-learning experts. Most departments/colleges were selected for interview because of their commitment to and involvement in experiential education as part of their degree requirements. However, one unit, Finance, was chosen because it did not have much contact with the OSL and lacked involvement in experiential education. It was hoped that this unit would give the committee some critical or different information concerning the office's impact on, or lack of impact on, the College of Business Administration.

Additionally, the committee interviewed the Coordinator of the OSL to gain a better understanding of his knowledge of, and expertise in, service-learning and to find out about his concerns about the office and its programs, and his plans for the future. The graduate counselor of the OSL was also interviewed so that the committee could get additional testimony about the OSL programs, the Coordinator, and the impact of the office on students and staff. Finally, the committee interviewed the student members of the committee itself, to ascertain more completely the impact the OSL had had on them academically and personally.

3) **Expert Consultation.** An integral part of the interview process was consultations with experts in the field of service-learning, especially nationally-known professionals referred by the Council for the Advancement of Experiential Learning (CAEL) and the National Center for Service-Learning (NCSL). These representatives were interviewed so that the committee could get a comparative and broad view of service-learning, trends in the field, and general programmatic expectations.

V. DATA ANALYSIS

Because of the evaluation committee's reliance on the mass of data already available from the OSL's own archives, and because of the simultaneous need to substantiate this data, the committee emphasized triangulation (the use of multiple measures) in making its analysis. The general thrust of the data analysis effort was thus to look for trends in available information. Data from several sources was continually checked and rechecked for consistency. Findings supported by data from diverse sources, e.g., existing records, independently conducted interviews, and expert testimony, were given more credence. As much as possible, all data was also analyzed to provide the following categories of answers to evaluation questions:

behavioral—What skills did volunteers or clients develop? What did they learn to do because of the service-learning experiences?
cognitive—What did program constituents (faculty-staff, students, agency personnel, clients) learn from their service-learning experiences?
affective—What were the constituent feelings about the office and how did their

experiences with the OSL benefit them in terms of satisfaction, confidence, etc.?

Appendix F provides a detailed example of the way in which evidence was marshalled to arrive at credible conclusions about the program.

VI. UTILIZING EVALUATION RESULTS

As is customary in academic settings, the final report of the comprehensive evaluation took the form of a carefully-drafted written report. Indeed, three drafts of the document, each co-authored by the evaluation task forces, then synthesized into final form by the convenor of the committee and the Director of the OSL, were needed to produce a polished document which met the committee's criteria of clarity, conciseness, and thoroughness. The final report was 20 pages long, a readable length, and was organized in classical style:

I. Program Description
  A. Purpose
  B. Function
  C. Overview
II. Evaluation Process
  A. Objectives
  B. Evaluation Committee
  C. Evaluation Activities
III. Results
  A. Goals/Objectives
  B. Impact on Students
  C. Impact on University Departments
  D. Service to the Community
  E. Staff
  F. Administration
  G. Budget/Resources/Costs
  H. Space and Other Resources
IV. Summary
V. Recommendations for Program Improvement
VI. Recommendations for Future Evaluation

The entire process was concluded with a final program evaluation dinner, arranged by the Dean for Student Affairs to commend the work of the committee. At this celebration, the results of the evaluation were highlighted and its implications were discussed by the members of the committee, the staff of the OSL, and the Dean for Student Affairs. This dinner was intended to officially conclude the process and served as a clear demarcation point for beginning to act on the report's recommendations.

Today, the report and the data that was synthesized to produce it have become essential parts of the program's archives and are used regularly by the OSL staff in program planning and ongoing evaluation. All new staff members are given a copy of the report and are encouraged to view it as official background on the program. The report has proven to be an aid to writing annual reports, redefining goals and objectives, and answering important inquiries. It has even contributed to formal accreditation reviews of the program. In short, the report is the absolutely appropriate way to utilize evaluation results in an academic context.

VII. PROBLEMS AND BENEFITS

Naturally, with an evaluation of this scope, problems are bound to crop up along the way. In the OSL program review, many of the problems were process-oriented. The time limitation of less than one semester, for example, hurried the process and caused some unnecessary pressure on committee members and OSL staff. The scheduling of meetings to accomodate busy commitee members was an arduous task for the Convenor.

Problems with the division of responsibility also plagued the study, with administrative work falling too heavily onto the OSL staff. While this enabled the office staff to actively lead the evaluation, it also increased the anxiety and pressure felt by the staff about the process. Although the OSL staff knew it had evidence with which to answer questions about the program, it too was new to comprehensive program evaluation of this type.

Last, the lack of valuing of the service-learning concept displayed by some committee members was a problem. This extended the period of orientation needed by some members and resulted in some inappropriate recommendations for program improvement.

Despite these several drawbacks, however, the experience of participating in a mandated program evaluation proved to be a valuable education exercise and a powerful program development strategy for the OSL. The evaluation reinforced the staff's belief, for example, that documentation and thorough, ongoing evaluation do make a difference. The fact that the OSL had been gathering such evidence for years enabled them to demonstrate concretely and objectively what they already "knew" about the program. By being willing to share this information, they also proved that they were already oriented toward critical self-assessment and were knowledgeable about their field.

The program evaluation was especially important for its programmatic impacts. The process enabled the OSL to reassess the validity of program goals and objectives and to see if they were being achieved. The evidence examined in the evaluation showed what they were doing well and what needed to be done better. On the one hand, it demonstrated the positiveness, richness, and benefits of the OSL program to students, faculty, staff, and community alike. On the other hand, the experience also helped the OSL staff to organize their records more effectively and to identify more useful information for future collection efforts. The recommendations in the final report provided a constructive plan for the future, calling the staff's attention to areas of needed improvement such as student diversity. In short, the evaluation taught the OSL to invite, not fear, a comprehensive review, to view evaluation as a developmental process which can assist the staff in improving their services.

Professionally, the evaluation was extremely beneficial to the staff, in helping them become cognizant of their strengths and weaknesses in programming. It also helped them to be better prepared for future evaluations and taught them that they were already able to evaluate quickly, under pressure. They were also able to analyze their own conduct during the evaluation and learn that the process was as important as the results. Finally, the evaluation taught the staff how to use its own resources more effectively.

Perhaps the most significant outcome of the evaluation, however, was that through it the program became better known to key decision-makers at the University, who learned to value the OSL more highly. The evaluation demonstrated conclusively that the OSL does contribute much to the University's and the Student Affairs Division's missions. It also demonstrated to key decision-makers that the consumers of the OSL (students, community residents, faculty, and staff) were having many of their needs met by the office. In short, program evaluation provided persuasive justification for the OSL's continued existence.

Finally, the program learned that even such a comprehensive, summative evaluation is just a starting point for future action, providing tremendous perspective with which to begin anew.

ROGER K. HENRY has been Coordinator of the Office for Service-Learning, Kent State University, for ten years, and is a consultant for the National Center for Service-Learning. He received his Master of Education degree in 1974 from Kent State, and has published widely in the field of service-learning.

NOTES

1. The OSL places students in community organizations specializing in special education, tutoring, mental health, crisis intervention, aging, public television and radio, corrections, health care, day care, recreation, consumer affairs, ecology, and government. These students represent 150 academic majors, among them Special Education, Psychology, Family and Consumer Studies, Recreation, Telecommunications, Corrections, Elementary Education, Early Childhood Education, Social Work, Sociology, Gerontology, Nursing, Business Administration, Journalism, English, Political Science, and Art.

2. The estimated hours spent on the evaluation were:

	hours
5 committee members at 35 hours each	175
Research Assistant	30
Convenor of the Committee	50
Secretary of OSL	30
OSL Director	75
Graduate Counselor, OSL	15
Supervisor, OSL Coordinator	50
Total Hours	425

The final costs of the evaluation were:

Duplicating	$ 300
Committee In—Kind Contributions	4,000
OSL Staff In-Kind Contributions	1,300
Postage	45
Consultant	500
Recognition Event	180
Total Cost	$6,325

THE AUTHOR RECOMMENDS

Cronbach, Lee J., **Designing Evaluations of Educational and Social Programs.** San Francisco: Jossey-Bass, Inc., 1982.

Evaluating Service-Learning Programs. Washington, D.C.: National Center for Service-Learning, 1978.

Hanson, Gary V., **Evaluating Program Effectiveness.** New Directions for Student Services. San Francisco: Jossey-Bass, Inc., 1982.

The Office for Service-Learning, Program Evaluation Committee, Kent State University. **The Office for Service-Learning Program Evaluation Report.** Kent, Ohio, 1981.

APPENDIX A

WRITTEN EVALUATION INSTRUMENTS ROUTINELY USED BY THE OFFICE OF SERVICE-LEARNING

The following instruments are routinely used by the OSL and were incorporated into the design of the mandated comprehensive evaluation.

I. DOCUMENTATION OF GENERAL PROGRAM OPERATIONS/EFFECTS

Evaluation Instrument	Data Gathered	Use in Ongoing Evaluation	Comprehensive Evaluation Addressed by Instrument
Project Evaluation	1) Logistical problems, 2) working relationship between OSL and agency, 3) effectiveness of university's supervision of of student, 4) overall support for and rating of OSL, 5) impact of students on agency objectives, 6) impact on client needs, 7) scope and diversity of services provided, 8) agency opinion of impact on students, 9) overall satisfaction of agency, 10) how OSL is viewed by community.	Completed at the end of each academic year by agency volunteer coordinators. Used to evaluate OSL performance, objectives, and community needs.	Goals and Objectives. Service to the Community.
Weekly, Annual, and Special Reports	Overview of OSL's accomplishments, plans, student demographics, diversity and scope of programming efforts, costs.	Planning tools used to regularly document what OSL has done and what it intends to do.	Goals and Objectives. Impact on students. Impact on other university departments. Service to the community. Staff. Budget/resources/costs. Space and other resources. Administration.
Outside Research	Impact on students' learning and career development; efficiency of placement process; general demographic information.	Formal studies conducted periodically by faculty, graduate students to assess overall efficacy of program.	Goals and objectives. Impact on students. Impact on university departments. Service to the community.

Evaluation Instrument	Data Gathered	Use in Ongoing Evaluation	Comprehensive Evaluation Addressed by Instrument
Unstructured Faculty/ Staff/Agency Feedback	Scope of program; benefits to departments and community; importance and quality of OSL staff performance.	Derived periodically from interviews or correspondence.	Service to the community. Impact on other university departments.
Office Management Tools	Scope and diversity of office tasks; accomplishment of goals/objectives; program descriptions; staff functions.	Updated annually as aids to program planning and evaluation.	Goals and objectives. Staff. Budget/resources/costs.
Performance Measurement System	Statistical evidence of OSL's accomplishments vis-a-vis its stated goals, objectives, and activity plans.	Standardized program appraisal conducted bi-annually by the Student Life Department.	Goals and objectives.
Student Coordinator Reports	Impressions of OSL effectiveness and problems.	Periodically	Staff. Administration.
OSL Interaction Chart	Number of units worked with; interdependencies, nature of interactions, major contacts outside university.	Periodically	Impact on other university departments. Service to the community.
First Impressions Card	1) Helpfulness of staff, 2) helpfulness of written materials given to students, 3) staff interviewing effectivness, 4) overall efficacy of application and placement process, 5) overall satisfaction with office.	Rates students' initial contact with OSL, usually after application and interview process.	Impact on students. Staff.
Publicity Folders	Changes in program over time; recognition achieved; public acknowledgement of effort; scope and quality of volunteer recruitment; impact of office in community.	Collections of all public relations materials e.g., newspaper articles, recruitment ads, certificates of recognition generated throughout the year.	Service to community. Professionalism.

II. DOCUMENTATION OF STUDENT PARTICIPATION/STUDENT OUTCOMES

Evaluation Instrument	Data Gathered	Use in Ongoing Evaluation	Evaluation Issues Addressed by Instrument
Volunteer Questionnaire	Demographic information on students: how recruited; motivations; if students referred by faculty; relationship to career plans or major requirements; ratings of services provided by OSL and volunteer site; learning derived from placement; effects on personal and academic life; rating of overall satisfaction with placement.	Open-ended and closed-ended questions used to derive information on students and their field experiences. Completed by volunteers at the end of each semester.	Goals and objectives. Impact on students. Impact on other university departments. The instrument most utilized by the committee.
Reflective Learning Tools 1) Daily/Weekly Journals; 2) Critical Incident Writing; 3) Research Reports; 4) Learning Style Interviews; 5) Service-Learning Agreements	Evidence of student learning; self-reported value of experience to students; quality of service provided by OSL; effect on career and skill development; contribution to academic major; personal development effects; efficacy of placement sites.	Tools used to enhance student learning. Required of students who are taking service-learning courses for academic credit. Excerpts are copied and saved if appropriate. Significant excerpts are included with annual reports.	Goals and objectives. Impact on students. Impact on other university departments.
Application Surveys	Demographic information; sources of referral to program; information on reasons students volunteer.	Basic statistical information used to profile the diversity of student populations served. Conducted at end of each academic year.	Impact on students. Impact on other university departments.
Needs Assessment	General information about students, their needs and views of the OSL experience.	Surveys (e.g., grade point average survey, recruitment survey, alumni questionnaire) conducted bi-annually to monitor students' changing needs.	Impact on students. Service to community.

Evaluation Instrument	Data Gathered	Use in Ongoing Evaluation	Evaluation Issues Addressed by Instrument
Experimental College Evaluations	What students learn; effectiness of instruction; appropriateness of course content.	Standard end-of-term course evaluations providing basis for comparing OSL courses to other university classes.	Impact on students. Impact on other university departments.
Agency Performance Evaluations	Performance ratings e.g., resourcefulness, ability to work with others, dependability, communications skills, time utilization, etc.)	Agency sponsors ratings of volunteer performance.	Impact on students. Service to community.

III. DOCUMENTATION OF SERVICE TO THE COMMUNITY

Evaluation Instrument	Data Gathered	Use in Ongoing Evaluation	Evaluation Issues Addressed by Instrument
Client Evaluations	Client satisfaction with program and students; specific gains of clients; problems experienced.	Essay or closed-ended questionnaires periodically used to obtain feedback directly from agency clients served by student volunteers.	Service to community.

IV. DOCUMENTATION OF AGENCY PERFORMANCE

Evaluation Instrument	Data Gathered	Use in Ongoing Evaluation	Evaluation Issues Addressed by Instrument
Project Evaluations	1) Logistical problems; 2) working relationship between OSL and agency; 3) effectiveness of university's supervision of students; 4) overall support for and rating of OSL; 5) impact of students on agency objectives; 6) impact on client needs; 7) scope and diversity of services provided; 8) agency opinion of impact on students; 9) overall satisfaction of agency; 10) how OSL is viewed by community.	Completed at the end of each academic year by agency volunteer coordinators. Used to evaluate office performance, OSL program objectives, and community needs.	Goals and objectives. Service to community.

Evaluation Instrument	Data Gathered	Use in Ongoing Evaluation	Comprehensive Evaluation Addressed by Instrument
Certification of Volunteer Program Standards	How well organized and administered learning sites are; adequacy of policies and programs governing volunteer experiences (e.g., orientation and training, job descriptions, staff supervisory expertise, recognition of volunteers); how well sites meet the learning needs of students.	Standardized questionnaire used to monitor and develop community placements. Assesses against minimum standards for volunteer programs to determine whether agencies are capable of providing placement in which students can learn.	Service to community.

V. DOCUMENTATION OF STAFF PERFORMANCE

Evaluation Instrument	Data Gathered	Use in Ongoing Evaluation	Evaluation Issues Addressed by Instrument
Staff Evaluations	1) Strengths and weaknesses of staff; 2) quality and quantity of work performed; 3) staff skills and professional development needs; 4) overall level of performance.	Official evaluation of OSL Coordinator and staff secretary conducted annually by the Student Life Department.	Goals and objectives. Staff.
Director's Performance Evaluations	Professionalism, competence, creativity, resourcefulness.	Brief narrative evaluations of individual staff performance during major events, especially in terms of how well office staff meets needs of students, faculty, and agency personnel.	Service to community. Impact on other university departments.

In addition to the instruments described above, the OSL regularly employs a number of oral and observational techniques which, though not utilized in the formal program evaluation, are nonetheless excellent means of assessing program impact on students:

1) **On-Site Visits.** Provide information on agency operations, personnel, and the effectiveness of the setting as a learning site.

2) **Student Coordinator Seminars.** Gather data from program leaders on agency, operation of program, and motivation and needs of volunteers. Utilized for developing skills and knowledge of student leaders.

3) **Volunteer Follow-Ups.** Calls or letters to volunteers assessing student satisfaction with program and value of placement experiences.

4) **Program Feedback Sessions.** Informal, small-group meetings utilized to discuss problems and concerns of volunteers.

5) **Interviews of all program constituents.** Gather information about impact on all participants.

6) **Advisory Committee Meetings.** Oral feedback from student volunteers, faculty, staff, and agency personnel.

7) **Credit Seminars.** Used to structure and guide student learning, ascertain student problems and needs.

APPENDIX B

ASSESSING PROGRAM IMPACT ON OTHER UNIVERSITY DEPARTMENTS

I. EVALUATION ISSUE: Impact of the OSL on other university departments

A. **Evaluation Questions:**

1. **What kinds of interactions are there and how frequent are the interactions with other university departments/offices on campus?**
2. **What contribution does the OSL make to the objectives of departments, both academically and non-academically?**
3. **What classes has the OSL helped develop and implement?**
4. **What classes are taught by OSL staff?**
5. **What perceptions of this office are held by the administrators and faculty of other university departments, specifically, of the quality of interaction with the OSL, e.g., quality of placement/supervision of students, resource sharing, expertise on service-learning, consultative content and process?**
6. **How important do other departments think service-learning/experiential education is, especially for the employability of their students?**

B. **Major Data Sources Reviewed by the Committee**

1. Written instruments
   a. Volunteer questionnaire
   b. Reflective learning tools
   c. Application surveys
   d. Annual Reports
   e. Office management tools, e.g., performance measurement system
   f. OSL interaction chart
   g. Unstructured faculty/staff appreciation letters
2. Nonwritten methods
   a. Interviews with faculty and administrators
   b. Expert consultation (interviews with a CAEL consultant)

C. **Examples of Data Gathered**

1. The Volunteer Questionnaire

HOW DID YOU LEARN ABOUT VOLUNTEER SERVICE PROGRAMS?

65 Kent Stater	26 Posters
32 Professor	4 Dorm
21 Class Presentation	8 Advisor
73 A Friend	13 Other

WHAT MOTIVATED YOU TO APPLY FOR A VOLUNTEER POSITION? (MARK AS MANY AS APPLY)

83 Course Credit
169 Desire to help others/service
154 Experience/career exploration

MY VOLUNTEER WORK IS (WAS)

77 More educational than my classroom work
106 Equally educational as my classroom work
17 Less educational than my classroom work

WAS YOUR VOLUNTEER WORK RECOMMENDED OR REQUIRED BY ANY ACADEMIC UNIT OR PROFESSOR?

54 Yes
146 No

IN WHAT WAY DID YOUR VOLUNTEER EXPERIENCE AFFECT YOUR CAREER CHOICE? (PLEASE MARK ONLY ONE)

27 Questioned my previous choice
98 Confirmed my plans
11 Changed my career plans
61 No effect

DID YOUR VOLUNTEER WORK HAVE ANY EFFECT ON YOUR MAJOR SELECTION (PLEASE MARK ONLY ONE)

77 Confirmed selection
7 Changed my major selection
20 Made me think about a new major
83 Had no effect

RATE IMPORTANCE OF YOUR VOLUNTEER EXPERIENCE IN RELATION TO CAREER AWARENESS AND PREPARATION (PLEASE MARK ONLY ONE)

EV = Extremely Valuable
SV = Somewhat valuable
LV = Of little value
NV = No value

1. Broader knowledge of job and career requirements	64 EV, 84 SV, 29 LV, 20 NV
2. Narrowed my career choices	22 EV, 63 SV, 48 LV, 58 NV
3. Gained first-hand exposure to work environment	103 EV, 55 SV, 25 LV, 15 NV
4. Became known to people who could be potential employers	22 EV, 44 SV, 59 LV, 62 NV
5. Became aware of how my education is preparing me for a career	65 EV, 92 SV, 19 LV, 18 NV
6. Gained awareness of relationship between my personal values and job requirements	92 EV, 75 SV, 13 LV, 14 NV

DID YOUR VOLUNTEER WORK HAVE ANY EFFECT ON ANY OF THE FOLLOWING? (PLEASE MARK AS MANY AS APPLY)

94 Made some of my courses more meaningful
152 Developed my self-confidence or self-image
59 Helped me to identify courses which would be useful for my career
19 Made my work in classes difficult because of time constraints
25 Helped me stay in college because it enabled me to take responsibility and renewed my interest in a career or major
127 Make KSU more of a positive experience for me
15 No effect

2. Reflective Learning Tools (examples from journal entries)
   a. I've enjoyed my experience very much as a volunteer. It really opened my eyes to a lot of things. It also made me realize that this kind of work is not for me. I ended up changing my major. I would advise everybody to experience something like this.
   b. Unbelievably eye-opening! Never knew what a daycare center was or did. A minicourse in Sociology.
   c. I have learned what it is like to deal with many children. This experience will help me as a teacher.
   d. Experience is the best teacher; there are many things you just can't learn in a classroom or textbook.

3. Application Survey
   a. APPLICATION BY COLLEGE/SCHOOL, 1979

Arts & Sciences	44.2%
Education	24.4%
Fine and Professional Arts	15.6%
Business	6.2%
Physical Education, Recreation, & Dance	5.0%
Nursing	4.6%

   b. DEPARTMENT REFERRALS, 1980-81

Home Economics	90	Pre-Medical	10
Psychology	30	Corrections	20
Recreation	30	Health/Safety Education	2
Social Work	25	Early Childhood Education	5
Special Education	50	Nursing	20

4. Unstructured Faculty/Staff Feedback: Appreciation Letters (examples)
   a. "The generous and skilled contributions made by you and your colleagues in the town and on the faculty through the Experimental Programs Division has, during the past year, broadened and enriched undergraduate education at Kent State University. The Division has continued to program unusual and innovative

courses and to provide a personalizing element to the teaching at Kent. We express our sincere gratitude to you for your participation and look forward to your continuing interest in the program."

b. "Thank you so much for thinking of us and sending all of those articles. I am in the midst of reading them now, and would enjoy getting back to you on them, as soon as I am finished. Let me know if we can do anything in return."

c. "Your talk to the students in the Early Childhood Department freshman seminar seems to have generated a real interest in volunteer work on the part of many of them, judging from the questions that I have gotten in the past week. Thank you. I think your agency performs a valuable service for those of us teaching in education. Attached is a sheet describing the hours of field experience expected under teacher education redesign. A more complete report will be available in a few days and I will forward it to you."

5. OSL Interaction Chart

Offices/Departments	Interaction	Kinds of Interactions
Honors/Experimental	Frequently	Develop courses, share information, teach classes, teaching methods, class speaking, place students, key faculty, functions
Juvenile Justice Center	Frequently	Share information, give support, referrals
Health/Safety Ed.	Periodically	Place students, class option, share information, refer students, key faculty, functions
Nursing	Frequently	Place students, key faculty, speak to club, speak to class, develop placements, CPR class, transportation, share information
Corrections	Frequently	Place students, key faculty, class options, interns, share information and support, speak in classes

6. Structural Interviews

a. INTERVIEW WITH LAUREL WILCOX, RECREATION PROGRAM DIRECTOR

The recreation majors are required to take courses or the option of volunteering in a recreational setting. When the students take the volunteer option, they must find their own agency in which they must spend thirty hours per semester. In order to find a related agency they are often referred to the Service-Learning Center. Mr. Henry then suggests various agencies and helps them become established in these agencies.

The possibility of the student being hired by this agency in which the student practices his/her expertise is very high. Many of the recreational majors continue with the agency at salaries starting at $10,000. The areas where this most often occurs are therapeutic, gerontology, drugs and alcohol centers.

Mrs. Wilcox said that the students have always been most complimentary about the services they receive through the OSL.

7. Annual Report

I. ACCOMPLISHMENTS (partial listing)

- Continued development of excellent resources on service-learning, helping relationships, experiential learning, and student development. Several hundred articles, books, journals, newsletters, etc.
- Effected name change from Office of Volunteer and Community Services to Office for Service-Learning. Also a change in focus: increase in learning and student development.
- Direct/indirect involvement with faculty: assisted with resources, program development, placement, supervision, transportation of over 1,350 F.T.E's.
- Over 200 students received academic credit directly through our classes. Significant increase in refinement and quantity of reflective-learning and monitoring methods, e.g., service-learning agreements, two types of journals, evaluation handbook, educational debriefing, CAEL handbook, critical incident writing.
- Significant effort in divisional joint programming with Career Planning and Placement Center, Orientations, Financial Aid, Handicapped Student Services, Admissions, and Residence Halls.
- Met with over 150 students regularly who received credit. Extensive use of Service-Learning Agreement and monitoring methods. Significant feedback on journals and written work.
- Speaking in more than thirty classes.
- Increase in academic departmental interaction and regular dissemination of resource materials to 25 key faculty.

D. Results (excerpts from Final Report of the Evaluation Committee)

1. Impact on University Departments

OSL benefits other university departments in the following ways:

a. The office has provided a learning laboratory as a testing ground for students in relating theory to practice, while providing opportunities for the university faculty to check the relevance of classroom information.

b. The office has increased the opportunities for the students to learn about human concerns, research, and the assessment of personal skills. In addition, the office provides the opportunity for personal development by facilitating the placement of students in both on- and off-campus service-learning opportunities.

To substantiate the above benefits, members of the Evaluation Committee interviewed faculty and administrators from the following units: Home Economics, Criminal Justice Studies, Recreation, Psychology, Sociology and Anthropology, Health and Safety Education, College of Education, Finance and Public Administration.

The following is a summary of the results obtained in the interviews.

(summaries omitted in this appendix)

In addition, the OSL interacts with university departments and offices in other important ways. The following are examples:

a. Providing information and ideas about experiental education in general and specific services provided by the office;
b. Speaking in classes, such as freshman orientation, in order to acquaint students with the office, generate an interest in volunteer work, and discuss concrete volunteer possibilities.
c. Conducting workshops and training sessions for campus groups, e.g., resident directors, graduate counselors, Student Government, etc., on such topics as human relations and leadership assertiveness.
d. Providing academic credit (both graded and pass-fail) through the Honors and Experimental College to students participating in volunteer programs.
e. Working with departments to develop and teach courses about experiential education as well as assisting faculty in placing, training, and supervising students in internships, practicums, and field experiences.
f. Involving handicapped students in volunteer work in cooperation with Handicapped Student Services.
g. Utilizing the on-campus media such as the **Daily Kent Stater**, TV2, and radio stations to increase visibility of the office and recruit more students into volunteer programs.

The data also show that there is a strong feeling among a number of faculty, staff, community service agencies, and professionals in the field of service-learning that the OSL is efficiently managed, helpful, and valuable to the meeting of their respective goals.

E. Recommendations for Program Improvement (excerpt from the Final Report of the Evaluation Committee on recommendations concerning the indicator: Impact on Other University Departments)

A meeting should be held with representatives of various academic departments who place students in service-learning situations to discuss issues and concerns. Thereafter, a committee on experiential learning should be established by the Dean for Student Affairs with the Coordinator of OSL serving as its facilitator.

Cooperative efforts with other offices and departments, e.g., Career Planning and Placement, Orientation, Home Economics, etc., should be continued and strengthened.

The OSL should continue its efforts to coordinate the granting of academic credit to students who participate in this program.

Terrence MacTaggart and Janet Warnert

IMPROVING COST EFFECTIVENESS

As financial resources become more limited, service-learning programs are coming under increasing pressure to justify their value in economic terms. Cost effectiveness analysis allows service-learning educators to use economic criteria for selecting the best courses of action among various program alternatives. In this chapter, the authors review the concept of cost effectiveness and demonstrate practical ways of using this approach for program evaluation, both as a defensive tactic in the competition for scarce resources and as a strategy for accomplishing program objectives while coping with inflationary pressures.

Cost effectiveness is probably the most frequently misunderstood and misapplied term in the lexicon of program evaluation. There can scarcely be a reader of this book who has not been told that a certain activity is "cost effective" simply because it serves more students than another or simply because it offers a lower-cost option for community service. The problem with these thumbnail arguments is not that they are false, but that they do not present the whole picture. In brief, cost effectiveness analysis is a conceptual tool which allows the program manager or evaluator to use economic criteria for selecting the best course of action among various alternatives. Implicit in cost effectiveness analysis is the understanding that the best course of action need not necessarily entail the lowest cost. Clearly, a low-cost project which absolutely fails to accomplish its purposes is not cost effective! Although low cost is a key consideration, it is secondary to a program's ability to fulfill its goals and objectives.

Cost criteria should play a central role in determining how well a service-learning program has fulfilled its objectives. The cost criteria would be reflected in such questions as: Could the objectives be achieved at a lower cost? Could the available financial resources be used more effectively in meeting program objectives? In a formative evaluation, the answers to such questions would help to improve the operations of a program; for a summative evaluation, a look at cost criteria would allow one to make judgments regarding the overall efficiency of program management. To summarize: while program objectives describe what is to be accomplished in terms of student growth and community service, cost effectiveness analysis is used to insure that those objectives are fulfilled at lowest cost.

Why should service-learning educators care about cost effectiveness? Behind the calls for greater accountability in education lies the reality that financial resources are more limited than in the past and thus the value of our work is being questioned. Sound arguments for the cost effectiveness of service-learning programs can help preserve the existence of these programs. Yet cost effectiveness analysis is not only a defensive tactic in the competition for scarce resources; it can also help educators accomplish program objectives while coping with the inflationary pressures which increase costs and erode budgets. This chapter introduces readers to the notion of cost effectiveness and suggests practical ways of applying this concept in choosing among alternative service-learning projects, in evaluating the overall structure of programs, and in comparing service-learning to traditional educational programs.

WHAT IS COST EFFECTIVENESS?

In attempting to define the term cost effectiveness, it is necessary to understand clearly the concept of "cost." In a fundamental sense, cost simply refers to "resource utilization in dollars and cents."[1] The service-learning educator's most immediate perception of cost appears in a program's budget. Staff salaries, for example, are a direct and explicit cost and are often the largest component of overall program costs. Other familiar costs include the funds expended for the transportation of staff and students to a field site, or the monies needed to purchase envelopes and stationery. Many of the costs associated with service-learning programs, however, do not appear in the program's budget. In a high school program, for example, the costs of heat, light, and maintenance of the space occupied by the program would not be specified in the program's budget, but would appear in a district-wide budget. Such costs are described as "indirect" in terms of the program.

Although the basic term "cost" is readily understandable, it is rarely used without a qualifier. One hears of fixed costs, variable costs, direct and indirect costs, overhead costs, standard costs, opportunity costs, implicit and explicit costs, and the like. Many of these terms are interchangeable e.g., a direct cost is a prime cost. Others may be used simultaneously, e.g., the cost of materials provided to an individual student can be described as a direct, variable cost.

The concept of cost effectiveness is made clearer when it is placed in the context of two related terms: cost analysis (also called "cost finding") and cost benefit analysis. All three concepts are defined in different ways by different authors,[2] but for our purposes cost analysis is the attempt to determine what a given program costs, whether the program is currently in operation or being proposed. As we shall see, the cost analysis of alternative ways of achieving some objective, such as the creation of a new service-learning project, is a prelude to the analysis which will determine which option is the most cost effective. Cost benefit analysis is the attempt to relate the cost of alternative projects to their differing streams of benefits. Such analysis derives from the literature on long-term capital investment decisions used in business. The problem in applying it to service-learning programs, and to the public sector in general, is that the benfits of such programs are very difficult to quantify. The final section of this chapter outlines ways in which service-learning benefits accrue to institutions, to society at large, and to individual students, and how they may extend over a period of years. However, because of the difficulty in measuring these benefits, this chapter focuses on a practical type of analysis that emphasizes cost but also recognizes that real, if non-quantifiable, benefits must be considered by service-learning decisionmakers.

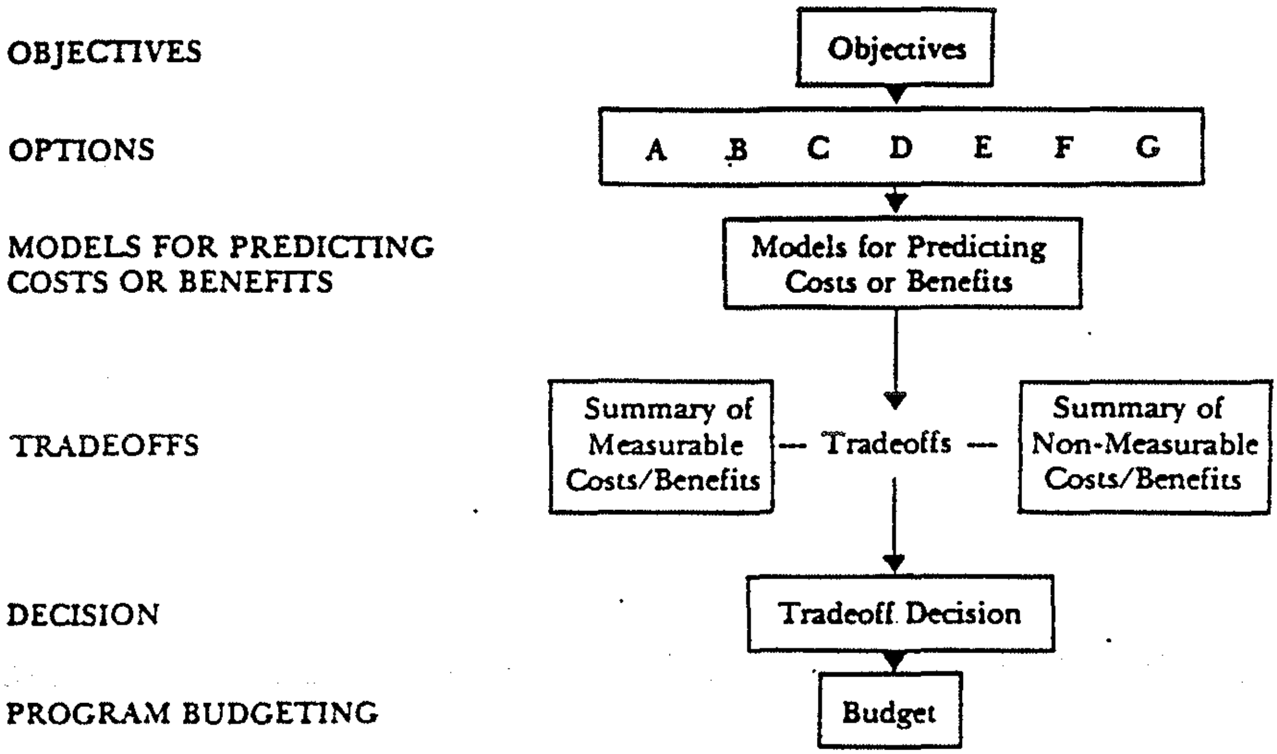
UTILIZING COST EFFECTIVENESS ANALYSIS

1. Choosing Among Service-Learning Projects. As a practical matter, asking the question, "What is the most cost effective approach?" can assist in two common decision problems.[3] Decision Problem No. 1 involves the situation in which the challenge is to fulfill a set of more or less fixed objectives. The approach in this case is to construct hypothetical models for different alternative ways of fulfilling the objective, and then to select the least expensive. For example, a faculty member might be given—or might initiate—the task of developing a new service-learning program which would accommodate 250 students annually and which involves multiple placements in an inner-city area. In order to supervise these students, program planners might consider such alternatives as: 1) using community volunteers as supervisors, 2) using a paid, full-time, professional staff member in this role, or 3) some combination of these two. After costing the alternatives, the faculty member would select that option which offered the lowest cost while still achieving the objectives of the program. This illustration points up one of the dangers in cost effectiveness: it is all too easy to know the costs of everthing and the value of nothing. The lowest cost alternative, e.g., the use of community volunteers exclusively to oversee student learning, may mean that one of the prime objectives of the program, student growth through structured reflection on the community experience, would not be met. At the same time, the exclusive use of professional staff who lack an intimate knowledge of community problems (Option No. 2) could mean that the program would fail to genuinely address community needs. Thus, neither of these options would be cost effective. A better solution might be some combination of volunteer and professional staffing to insure high quality and maximum understanding of the community. This would not be the lowest cost alternative, but it could be the most cost effective.

In Decision Problem No. 2, one is faced with a fixed amount of resources, say a budget of $50,000, and must make the best possible use of these funds. For example, a program may have received $50,000 to establish a service-learning program in a rural area with chronic, high unemployment. The challenge here is to use the money in ways which provide the greatest benefit to students and the community alike. A number of trade-offs are involved. Should the funds be used to provide a profound service-learning experience for a few students or a shallower experience for many? Should the program attempt to help a large number of citizens minimally or to provide intensive services to fewer individuals? The answers to these questions are not easy. Yet, cost effectiveness analysis is useful in answering them because it forces us to ask how much each alternative will cost. It should be clear that the cost issue is not the only criterion to consider. For example, the chief criterion might be to address the most pressing community needs as defined by the community itself. If so, cost comes into play when we ask, "How do we use the $50,000 most effectively in meeting this need?"

Figure A, below, offers a simple scheme for analyzing alternative choice problems. This process encourages the decisionmaker to first generate alternative methods of fulfilling objectives and then to evaluate them rigorously. The hypothetical "models" for each option can be based on rough estimates, but should include estimates of cost and varying results in terms of numbers of students served, the importance of the community problems being addressed, and so on. If the

Figure A: Alternative Choice Model



benefits accruing to each alternative are more or less equal, then it is necessary only to focus on the varying costs. Clearly, the introduction of differing and non-quantifiable benefits, which will be discussed later, makes the problem of choice more difficult.

"Differential accounting" is an approach to resolving such decision problems which encourages us to estimate "how costs, revenues, and/or assets would be different if one course of action were adopted as compared with an alternative course of action."[4]

Suppose a service-learning educator at Central College must choose between two projects with comparable educational and social benefits. Assume that limited resources (funds, faculty, students) preclude the adoption of both projects. Project NOW, currently in operation, will be terminated unless the university indicates its intent to extend the project to the sponsoring agency. Project NEW, an alternative that the university has an option to adopt, has garnered preliminary support from budget officials because the grant funds available for it exceed those of project NOW. The costs and income associated with the two projects are summarized in Table 1, below. Note that grant funds received are to be used to offset project costs.

TABLE 1: COMPARATIVE COSTS AND INCOME FOR PROJECT NOW AND PROJECT NEW

	Project NEW	Project NOW	Difference
Costs			
Faculty Salaries	$ 49,000	$ 38,000	$ 11,000
Supplies	1,500	2,000	(500)
Equipment	500	1,000	(500)
Student Transportation	5,000	8,000	(3,000)
Stipends	4,000	5,000	(1,000)
Total Costs	$ 60,000	$ 54,000	$ 6,000
Income			
Grant from Sponsor	-$ 30,000	-$ 20,000	$ 10,000
Total (net) Cost	$ 30,000	$ 34,000	$ (4,000)

Differential accounting indicates that Project NEW is the preferred option, since its total (net) cost to the university is lower by $4,000. In a situation similar to Decision Problem No. 1 (fixed objectives, flexible budget), Project NEW is the choice because it offers the lowest cost. If the constraint is a fixed budget of, say, $30,000, then Project NEW is clearly appropriate. Should the fixed budget be limited to a lesser amount, then the differential accounting approach can be used in a trial-and-error fashion to whittle down the costs to the budgeted amount.

The results of differential accounting should be viewed by service-learning educators as tentative conclusions only. By revealing the lowest total net cost, differential accounting can be a useful guide in arriving at a correct choice between alternatives. However, caution must be exercised in relying on the "bottom line" only. In addition to looking at the bottom line, one needs also to: 1) review cost items to be sure that all costs have been included in the analysis, and 2) examine the differences in cost for each item. For example, why should Project NEW's salaries be $11,000 higher that Project NOW's? Can this cost be reduced? Similarly, one should also 3) review income items and try to ascertain each option's ability to continue to generate support.

To summarize: there are no pat answers to the question, "What is the most cost effective approach?" Choosing from among program options almost always involves informed judgments, compromises, and trade-offs on the part of service-learning educators.

2. **Evaluating the Overall Structure of a Service-Learning Program.** Thus far, we have focused on the uses of cost effectiveness analysis in choosing among individual service-learning

projects. But it is also important to evaluate the overall structure of a service-learning program—it's administration, the tasks assigned to its members, the systems through which students are processed—in order to determine if the total structure of the organization is as efficient and effective as possible.

What is the optimal structure for a service-learning program? Should the director devote all of his or her time to program management, or should that person also advise students and teach? Should students be supervised in groups or given individual attention? How do the kinds of services provided to the community affect the structure of the program? The answers to questions such as these call for educational as well as economic acumen, although the latter will become even more critical as resources decline in the years ahead.

To appreciate ways in which cost effectiveness analysis may help us to outline the optimal program structure, more should be said about different kinds of costs, how costs behave, and how costs may change over time.

Fixed vs. Variable Costs. For this discussion of cost and program structure, the two most important concepts are fixed vs. variable costs and overhead vs. direct or operational costs. Fixed costs are those which must be paid regardless of the number of service-learning projects or the number of students placed. Fixed costs include the depreciation on equipment, space rental costs, and the salaries of permanent staff. Variable costs are those which rise or fall proportionately with the number of students served. In most service-learning programs, the variable costs are quite low and the fixed costs relatively high. Thus, to significantly reduce the costs of a program, it is necessary to cut the fixed costs by, for example, reducing staff or office space.

A cost that is fixed in the short run (one year or less), however, may not be fixed in the long run. For example, the service-learning educator may know that the annual transportation cost for students assigned to a particular site is fixed at an agreed-upon price, but this cost may change in the long run for any of several reasons: the number of students that become interested in the project two or three years in the future may be larger or smaller than at present, the distance to be traveled to and from the site may exceed ceilings in the transportation contract, the preferred mode of transportation may no longer be available, and so on.

In attempting to reduce this fixed cost, the service-learning educator may choose to have students pay their own transportation costs. This, of course, does not change the total cost, but merely shifts the burden of payment away from the program and onto the students. Another way of reducing fixed costs would be to hire temporary or part-time employees rather than permanent, full-time persons, to staff peak activity periods. Similarly, it might be preferable to hire a part-time supervisor who lives near a distant placement site rather than an additional, full-time staff member who would incur greater transportation and lodging expenses.

There are two points to be noted in the relationship between fixed costs and program structure. First, fixed costs are not necessarily fixed in the long run. Out of the desire to be more efficient, or because of budget cuts, a program may have to plan to reduce fixed costs in the years ahead. Second, because fixed costs do not change with the addition of more students, one way to increase program efficiency is to increase the number of students. In programs with high fixed and low variable costs, this reduces the cost per student served. On the other hand, if the service-learning program suffers a decline in enrollment, the ratio of fixed to variable costs leads to inefficiencies and often to the necessity to cut personnel. The lesson in all of this is to structure the service-learning program so as to keep the fixed costs as low as possible. As noted earlier, the use of part-time, temporary staff helps reduce the fixed cost burden.

Overhead vs. Operational Costs. Another useful way of relating cost to program structure is to distinguish between office administration costs (overhead) and operational costs (those associated with particular service-learning projects). Table 2, below, shows the costs in a typical program budget and categorizes them into these two broad areas.

TABLE 2. COSTS OF A SAMPLE SERVICE-LEARNING PROGRAM

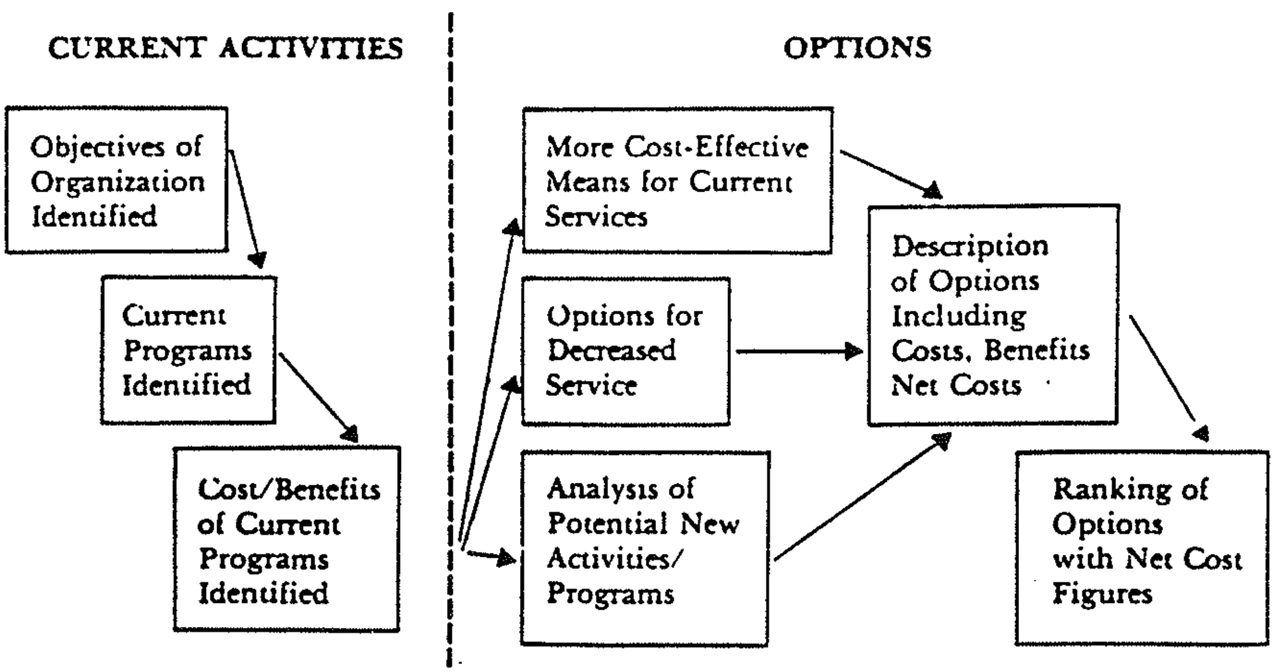
	Type of Cost	
	Overhead	Operational
Salaries		
Staff	$ 18,000	$ 0
Faculty	0	75,000
Postage	250	0
Supplies	200	600
Student Transportation	0	8,500
Staff Travel	1,000	0
Telephone	300	0
Copying and Printing	200	500
Equipment		
Office	400	0
Project	0	3,000
Data Processing	50	250
Sub-totals	$ 20,400	$ 87,850
Total budget	$108,250	

Note that the salaries costs are assigned to both categories. This breakdown recognizes the overlap that often exists when program personnel function as both project instructors (an operation cost) and program managers (an overhead cost). Operational costs would have been overstated had the total cost not been appropriately divided. While assumptions must be made in deciding what portion of the total cost to assign to each category, the end result, although not precise, gives a more accurate reflection of the types of costs incurred in conducting a service-learning program. This type of analysis is helpful when program funders are interested in examining the costs directly traceable to the service-learning projects conducted.

Distinguishing these costs is also helpful in critiquing the structure of a program. Are overhead costs too high in proportion to the number, size, and complexity of the service-learning projects? Can we reassign individual tasks and responsibilities to give more support to field projects? If the "bottom line" on the budget needs to be reduced, where should the cuts be made so as to minimize the loss of service?

Program Analysis, a systematic approach to evaluating the overall service-learning program in both its administration and service projects, is summarized in Figure B, below. This method derives from Peter Pyhrr's concept of zero-base budgeting.[5] The purpose of this model is to encourage a review of all current and potential priorities and economic conditions. (A project which made sense five years ago, for example, may no longer be viable.) In Figure B, the items to the left of the vertical dashed line call for a detailed study of the service-learning program's current activities The last of these items, "Cost/Benefits of current programs identified," would include a dollar figure for the operational costs of specific projects as illustrated in Table 2, above. The "Options" noted to the right of the dashed line call attention to potential changes in both specific projects and in the structure or organization of the program itself. For example, under options for "More cost effective means for current services," a service-learning program might consider consolidating two off-campus projects under one faculty member. The "Analysis of potential new activities/programs" could include a marketing effort to attract additional students or the addition of a new service-learning project.

Figure B: Program Analysis



A summary of the costs and benefits of all these alternatives would then be constructed and the options would be listed in order of priority. Note that this list would be comprised of current activities along with proposed new ones, and would include cost figures. The ranking of projects in priority order would be based on informed judgments of the importance of each in terms of service and educational objectives. To illustrate, a priority list for a service-learning program is presented in Table 3, below.

TABLE 3: PRIORITIES FOR A SERVICE-LEARNING PROGRAM

Priority Rank	Program Option	Cost
1	Maintain urban programs	$ 25,000
2	Develop new programs for senior citizens	5,000
3	Develop new program on a tribal reservation	19,000
4	Release a faculty member 1/3 time to pursue grants	10,000

The final step in this process is simply to match available funds to the priority list and to choose those projects for which resources are available.

Because this process is complex and requires both budgetary knowledge and a good deal of soul searching, it should only be conducted every few years. It is also wise to include a broad range of constituencies—program staff, community representatives, students, other faculty and administrators—in the discussions. Although time consuming, program analysis is a valuable method for conducting a comprehensive evaluation of the operations of a service-learning program.

3. Comparing the Costs and Benefits of Service-Learning and Traditional Educational Programs. A somewhat different context in which cost effectiveness issues are raised occurs when the service-learning program must be compared to more traditional programs in the competition for scarce resources. Although a survey conducted at Cornell University suggests that service-learning programs are usually holding their own in budget battles,[6] there can be no doubt that the competition will become more fierce in the years ahead. One approach is to argue that such programs are cost-effective when measured with standard criteria such as cost per student, cost per credit hour, student served per full-time equivalent faculty, or credits generated per full-time faculty member. This approach may be successful if the ratios are favorable, but all too often the managers of service-learning programs have little control over the numbers. For example, in a collegiate setting, if the sponsoring institution has mandated that only a limited amount of service-learning credit may be applied to meet degree requirements, then the program itself may be able to attract and serve only a fixed number of students. Similar restrictions may exist in high school and junior high situations. It is often more prudent to argue that the service-learning program is cost effective compared to similar programs at other schools, or compared to the operation of the program in prior years. For example, a service-learning program could justifiably claim to be cost effective if the cost per student served had declined over a period of years or had risen more slowly than that of the school district as a whole. The fact that service-learning programs involve the use of community facilities may yield an indirect cost saving. For example, if a school can avoid costs for additional classroom construction because a significant number of students are participating in community-based projects, then the school enjoys a cost savings. Similar, though smaller, savings may occur in maintenance and utilities costs. However, because these indirect costs do not appear in the budgets of service-learning programs, they may be difficult to identify precisely. If the community-based programs resulted in additional expenses, however, such as transportation or rental costs, these savings would be reduced.

While service-learning programs have a somewhat different cost structure than do traditional programs, they also offer different benefits or returns. Like all educational enterprises, service-learning programs constitute an investment on the part of society, institutions, and individuals. These investments are the costs of the program. Society at large makes its contribution in the form of tax dollars to support education at all levels; schools allocate their resources specifically to service-learning; individual students invest time, energy, and sometimes tuition costs. With varying degrees of precision, all three groups expect benefits in return. The key question for all three is : Are the benefits sufficient to justify the costs?

Unfortunately, because so many of the benefits derived from service-learning projects cannot be measured in precise financial terms, we cannot answer this question in quantified terms. However, a descriptive look at the unique benefits of such programs suggests that all three parties to the investment receive important benefits or returns.

1) Society enjoys both direct and indirect benefits. The immediate, direct results of service-learning projects accrue to the specific community being served. A service-learning project to beautify and restore a decaying neighborhood, for example, would have the measurable benefit of increasing real estate values and the intangible benefit of enhancing the quality of life for community residents. Traditional programs simply do not offer these immediate benefits to society. Indirect benefits of service-learning programs to society would include the "value added" to the students as a result of the project. Presumably, students would enrich the body politic by becoming more competent, socially aware citizens.

2) Educational institutions benefit in both tangible and intangible ways. In collegiate situations, students pay tuition for service-learning credits and publicly supported schools also receive funding for the credit-hours taken as part of service-learning; this return is easily measured. A service-learning option may help the institution to attract and retain students as well. The program may also make the school eligible for grants which it might not otherwise receive. For many schools, the presence of an effective, well publicized service-learning program will lead to significant public relations benefits.

3) Individual students also receive benefits or returns from their investments of time, energy, and, in some cases, tuition dollars. Insofar as the service-learning component helps fulfill

degree requirements, it contributes to the increased income which degree holders enjoy. The experience of working on service-learning projects adds a qualitative dimension to the student's education which is simply not available from the classroom environment. Thus, the service-learning option can lead to higher degrees of personal satisfaction and social consciousness.

Do the benefits of service-learning programs justify their costs? This brief comparison of service-learning programs with conventional ones certainly suggests that such programs need cost no more than traditional options, and that service-learning programs offer unique benefits to society, educational institutions, and students, which are not available from conventional offerings. Carefully evaluated service-learning options are clearly a sound financial and educational investment.

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NOTES

1. Ohio Board of Regents, **Program Budgeting in Universities**. Columbus OH, 1974, p. 76

2. See, for example, the items listed in section 1 of "The Authors Recommend," on the following page.

3. Much of this discussion derives from Hinrichs, H.H. and G.M. Taylor, **Systematic Analysis: A Primer on Benefit-Cost Analysis for Program Evaluation**. Pacific Palisades CA: Goodyear Publishing Company, 1972 and MacTaggart, T. **Cost Effectiveness: A CAEL Syllabus for Professionals**. Columbia MD: Council for the Advancement of Experiential Learning, 1979.

4. Anthony, R. and T. Reece, **Accounting: Text and Cases**. Homewood IL: Richard D. Irwin, Inc., 1979, p. 463.

5. Pyhrr, Peter, **Zero-Base Budgeting**. New York: John Wiley and Sons, 1973.

6. Carver, L., T. Stanton, R. Kirk, "A Survey of the Financial Condition of Field Experience Education Programs at the Postsecondary Level." Ithaca NY: Cornell University, 1982.

THE AUTHORS RECOMMEND

Readers who desire more detailed and technical treatment of the issues discussed in this chapter may wish to consult some of the sources listed below. They are divided into three categories: sources from business management disciplines, sources dealing with financial management in higher education, and sources on the economics of nontraditional academic programs.

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3. Nontraditional Programs

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Michele Whitham

ISSUES IN PROGRAM EVALUATION

As the case studies in this book illustrate, there are as many approaches to program evaluation as there are people conducting evaluation studies. And, while the Program Development Model of program evaluation around which this casebook is organized does provide a useful framework for thinking about the evaluation process, actual evaluations reflect the art of compromise with reality as well as the ideals of this or other hypothetical models. It may thus be helpful, in thinking about how to apply the experiences described here to your own situation, to view each case study as a series of decisions that the author had to make in order to discover information that could improve the administration or operation of his or her program. When viewed in this way, it becomes clear that all of the casebook authors had to face a number of general issues in planning and conducting their program evaluations.

WHY EVALUATE? Like many of their counterparts in high schools, colleges, and agencies across the country, the service-learning programs described in this book are relatively young ventures. Ranging in age from three to twelve years, most are still experimenting with approaches to student volunteerism. In addition to being new, the programs are also fluid; they deal not only with predictable turnovers in their volunteer and client populations but also with administrative upheavals linked to fluctuating levels of institutional support. Finally, all of these programs are struggling with the complexities of bringing together diverse school and community constituencies. In response to these inherent uncertainties, the service-learning educators reporting in this casebook speak unanimously of ongoing, honest self-appraisal as a key to informed decision-making and thus to the continuing health and success of their programs. It is their commitment to routine program evaluation activities that has enabled our authors to: 1) demonstrate the continuing need for their programs, 2) monitor the productivity and efficiency of their administrations, and 3) assess the quality of both the services provided and the learning of students.

But, while the authors now argue the merits of systematic self-evaluation, many of them first entered into evaluation because they were faced with specific issues or problems that required objective information to solve. The Youth in Community program's need assessment process, for example, was born out of the frustrations that both prospective volunteers and placement agencies were experiencing in finding each other. The comprehensive formative evaluation process in the Field Studies Development office evolved over years of closely-monitored program development work aimed at answering faculty criticisms of experiential education. The CABLES program was faced from the day of its inception with implementing evaluation procedures mandated by the Maryland State Department of Education. While many once-skeptical program administrators have come to appreciate the contribution of formal program evaluation to rationalizing decision-making, the fact remains that many of us still engage in evaluation because we must answer a specific question for a specific audience. "Does the program reach whom we claim it reaches?" or "What does it actually do for these people?" our community sponsors want to know. "What's the unit cost of the program?" asks the governing board. "What are students learning and how does this contribute to their academic growth?" inquires the faculty. So many questions that could be answered; so many audiences to satisfy. It is thus important, before investing any of a program's precious resources in evaluation, to know exactly what and whom one is doing the evaluation for, and to be reasonably certain that the benefits of the program will outweigh the costs. Clarity of purpose is a characteristic of all our exemplary cases; each of the authors knew what general questions they needed to answer and had decided how to make the best use of those answers, before they even started to gather information data.

WHY NOT TO EVALUATE? Of equal importance to knowing why you are evaluating your program is knowing why not to evaluate. As a relatively new specialty of social science, program evaluation is currently enjoying a popularity that overlooks its limitations. It is a waste of time, money, and effort, for example, to gather evaluation data that will never be used because it provides information that no one was asking for or that does not contribute to the attainment of program goals. Nor is it necessary to gear up for an elaborate, formal evaluation if ordinary common sense readily provides the information you need. Remember, too, that you can be asked to evaluate the outcomes of your program too soon, before any results can reasonably be expected, as was the case with the Maryland State Department of Education's first study of the CABLES program. Or, you might not have access to the professional competence or material resources needed to insure that evaluation results will have merit. It is even possible that some requests for evaluation of your program will lead you into damaging dead-ends, requiring you to prove the unproveable or to correct program defects whose causes are beyond your control. As the Joint Educational Project's decision not to interview homebound senior citizens in the Senior Partners program so beautifully illustrates, it takes sensitivity to both the value and the limitations of evaluation strategies to make sensible decisions about how best to evaluate your service-learning program.

Note, too, the message of the research team from Ball State University's Center for Lifelong Learning: it is critical to have clear criteria that allow you to consciously assess whether the effort invested in the evaluation project will bear fruit before committing yourself to an evaluation effort. Before rushing into an elaborate data collection effort in response to some vague mandate to "evaluate" your program, be certain that you know **what you will be evaluating, for whom, using what resources.** While formal evaluation practices, routinely implemented, can contribute to your program's efficiency and effectiveness, it is important to keep evaluation in perspective and not over-invest in the process. The concept of "cost-effectiveness," defined by MacTaggart and Warnert applies as much to assessing evaluation options as it does to assessing service-program options themselves.

WHEN TO EVALUATE. A common misinterpretation of the Program Development Model is to see it as a neat, linear process in which each step leads to the next as a program builds from planning through program monitoring to summative evaluation. Nothing could be further from reality for most service-learning program operators, whose programs are usually well under way before they have a moment to stop, take a breath, and contemplate the possibility of initiating an evaluation effort. While having the luxury to approach the design and implementation of your program as systematically as the model implies might be ideal, few of us have this opportunity. More often, like the Office of Service-Learning at Kent State, we are faced mid-stream with the press of events pushing us relentlessly toward evaluation and must scramble in the midst of our daily routines to put the pieces of formal evaluation in place.

Given such realities, when should you try to evaluate your program? The answer most often given by evaluation professionals is that concern with evaluation should begin in the planning stage, when you can project an evaluation based on a "best guess" of what you will eventually wish to know. The answer consistently given by our casebook authors, is, quite simply, "all the time!" For virtually all of the programs described here, pre-evaluation and evaluation activities have been so completely integrated into their daily operations that they are often no longer even recognized by participants as "evaluation." At the Center for Extended Learning, for example, conscious planning automatically suffuses every program undertaking. For CEL, planning is not something that occurred once, during the program's original developmental phase; it is a strategy for maintaining the day-to-day operation of the program. Similarly, the data-collecting instruments evolved by the Field Studies Development office were consciously constructed to have multiple uses, effortlessly serving today as both administrative and evaluative tools. In the Senior Partners program as well, activities that were once self-consciously used to monitor the development of a new program survive as integral parts of a mature one.

None of these programs developed such well-integrated, ongoing evaluations overnight. Instead, each started with a specific problem, devised an evaluation strategy that allowed them to focus on that specific need for information, then slowly absorbed the evaluation practices into the daily life of the program. This incremental development of evaluation practices sometimes took place by making explicit things that were already done, often by constructing new procedures and instruments as needed, and always through trial and error. Today, they stand as examples of programs that evaluate routinely and comfortably, receiving a continuous flow of good information about their programs through data-collecting systems that neatly complement the work priorities and responsibilities of staff members.

HOW TO EVALUATE. The questions of what kinds of data to collect and what kinds of instruments to use are often the most vexing for program administrators called upon to evaluate for the first time. Indeed, inexperienced evaluators often let their anxiety rush them into worrying about data collection before they have defined whom the evaluation is for, what specific questions are to be asked, and what resources exist for undertaking the project. A review of our case study reports lends some perspective to the often intimidating problems associated with data collection and analysis.

A. Fitting the Method to the Context. One striking characteristic of all the case studies is how different each is from the others in terms of how the authors gathered evaluation data. To assess the impact of student volunteers on community agencies, for example, the Center for Lifelong Learning relied exclusively on open-ended interviews. The CABLES program, on the other hand, used closed-ended questionnaires to measure student attitudes. By contrast, the Office of Service-Learning employed many different techniques to collect information on every major aspect of its program.

An obvious, but important, conclusion can be drawn from these cases: the kinds of data you gather, and the methods used to collect it, should fit the context of the evaluation. Thus, Field Studies Development, faced with the coordination of a university-wide evaluation of all students participating in field studies offerings, chose to work with standardized survey and record-keeping forms and to emphasize quantitative data analysis. The Joint Educational Project, on the other hand, concerned with participants' perceptions of their service-learning experiences, relied almost exclusively on face-to-face data collection methods, believing that the subjectivity of this method is its strength, given the purposes of the evaluation.

There is, in short, no single "right way" to gather, analyze, or interpret evaluation data. There are, to be sure, standardized statistical procedures for working with data, scientifically validated instruments for testing certain effects, and agreed-upon methods for developing reliable new procedures. Most of our authors, however, found themselves designing their own survey forms, interview schedules, or observation checklists to meet the particular information needs of their programs. The reasons for this are by now familiar to readers of this casebook: the selection of instruments depends entirely upon the questions you need answers to, the kinds of information to be collected, and the resources available for conducting the evaluation.

B. Quantitative vs. Qualitative Methods. Despite the diversity of approaches reported in these case studies, most of the programs rely on face-to-face data collecting methods which yield, in the words of Richard Cone, "a few tallies, mountains of notes, and definite perceptions in the minds of the staff." Indeed, in several cases, our authors are openly skeptical of statistics as a way of analyzing or presenting information on their programs. The reasons for such reservations are important for you to consider in making decisions about how to conduct a program evaluation. Because service-learning programs are people-oriented, they place great emphasis on individualizing experiences for program participants. The typical program is thus very flexible, and no two individuals' experiences of it will be exactly the same. Under these circumstances, standardized measures that employ a single scale to measure effects are not likely to reveal significant individual changes. In addition, as we have said before, service-learning programs are complex partnerships that rely for their success on communication among the partners. Evaluation methods that are consistent with, and contribute to, promoting such dialogue are most easily woven into the fabric of these programs.

Because of the particular characteristics of service-learning programs, evaluators have concluded that paper-and-pencil measures cannot adequately assess the effects of such experiences on students or community participants, effects which include the acquisition of skills, new perceptions, new understandings, and an increased ability to act in the world. Instead, these evaluators argue for a moratorium on questionnaires, surveys, and other paper-and-pencil tests, and a new emphasis on observations of actual behaviors over time. As several of our cases illustrate, such face-to-face approaches do allow you to look deeply into the behaviors and perceptions of program participants. However, observation, like all other approaches, has its own strengths and limitations; though very time-consuming for staff, it can be integrated unobtrusively into the daily operation of programs.

C. Using Multiple Measures. A final critical point about instrumentation which is illustrated by our cases is the value of using combinations of techniques (triangulation) to try to develop the clearest possible picture of a program's operations and effects. Such a strategy has been pursued by our authors virtually without exception. The Youth in the Community needs assessment, for example, actually consists of a whole collection of activities, from annual surveys to personal interviews with participants, aimed at gathering data to describe both individual and community needs. The Field Studies Development office relies on no fewer than six different instruments, which yield both quantitative and qualitative data, to monitor program development. In its attempt to assess student learning and growth, the CABLES program combines classroom discussions and individual student project reports with pre-post tests of student attitudes using standardized instruments.

There are several benefits to using multiple measures:

1) In evaluating service-learning programs, we are sometimes faced with "measuring the unmeasurable." How, for example, are we ever to know whether a student's improved school attendance is directly attributable to his participation in the service-learning program? Or whether ten years of senior outreach programs have made a difference in the lives of elderly community residents? Often, the best we can do to demonstrate a program's effectiveness is to show, through a mass of data, that the evidence all points in the same, positive direction.

2) Because service-learning programs are not standardized, things happen that, despite all our careful planning, we did not anticipate. Using multiple measures increases the chances of discovering the unexpected outcomes of our programs.

3) Continuous data gathering, using every information source available, insures that we will have the fullest possible picture of the program, its ups and downs, when the time comes to actually undertake a conscious evaluation. "To leave no stone unturned in trying to determine how the program is working," is an appropriate goal for a service-learning evaluation.

HOW MUCH TO EVALUATE. At this point, with all this talk of using multiple measures, you may be feeling overwhelmed. Take time, then, to consider the issue of how to limit the scope of your evaluation. In attempting to apply the approaches presented here to your own program, it is important to remember that the comprehensive evaluations described by Jane Permaul and Roger Henry have evolved slowly over a number of years, building deliberately on the pieces that had been put in place at earlier times. While these studies are excellent examples of the kind of evaluation procedures you might strive for in the long run, the chances are that your initial evaluation efforts will begin much more modestly. If you are a teacher, for example, understanding the impact of service-learning on your students may be your first evaluation priority. A program administrator faced with budget cuts, on the other hand, might prioritize a cost-effectiveness analysis, set in the context of careful program monitoring. As a general rule, it is better to begin with a focused study that is well designed and yields credible results than with a comprehensive evaluation which may be difficult to manage. When faced with hard choices about how much to try to accomplish, focus on getting critical rather than comprehensive information. By conducting several small evaluations (preferably ones that view the program from different perspectives), you reduce the risk of wasted time and poor results while opening up the possibility of benefiting from triangulation.

WHO EVALUATES? Although the emphasis throughout this casebook has been on the value and feasibility of ongoing self-study, the cases reported illustrate the possibilities of external, as well as internal, evaluation. On the one hand, the Senior Partners program is an example of an internal evaluation conducted by the program's own staff in order to assess internal operations. The CABLES program, by contrast, provides an example of an external evaluation designed to test for certain outcomes that the program's funders had pre-determined to be significant. Most often, our case studies describe collaborative approaches to evaluation, in which all parties involved in the evaluation contributed to its conceptualization and design. In the case of Youth in the Community, for example, school and agency participants gather annually to discuss needs and to map out strategies for meeting them. In the case of Field Studies Development, faculty involved in the program work together to develop, test, and refine the evaluation instruments. The Office of Service-Learning developed a unique committee system for guaranteeing that all interested parties have input into the evaluation. Even the research team from Ball State's Center for Lifelong Learning, a professional group of external evaluators, developed their instruments and procedures by seeking feedback throughout the evaluation from the staff of the agencies they were studying.

Several factors must be considered in choosing between internal and external evaluation:

1) **Resources.** Does your program have the time and talent to conduct a self-evaluation? Although a self-study need not be expensive (those described here ranged from $200 to $2,000 in annual cost), it can easily overtax your human resources, even when staff members have the required expertise. Despite the monetary costs, an external evaluation may be less costly than an investment of program resources in an internal project that yields shoddy results. (Centers such as the one at Ball State, which specialize in training program evaluators and will thus barter evaluation resources in return for thesis projects for students, may provide high-quality, low-cost evaluations.)

2) **Audience.** The choice between internal and external evaluations may be a choice between objectivity and relevance. While self-study is likely to free you from the task of orienting outsiders to the program and the risk of their misunderstanding some critical aspects, external evaluations are generally considered to be less biased. Thus, the question of whom the evaluation is being done for is critical in deciding whether to undertake an internal or external evaluation. If your evaluation is to be a public one, designed to establish program credibility, the aura of objectivity lent by an external evaluation may be essential. But if your evaluation is a private affair, designed to improve day-to-day operations, an internal self-study such as the one conducted by JEP may be entirely adequate.

VALUES, BIAS, AND EXPECTATIONS. No discussion of evaluation issues would be complete without mention of the ethical and political questions involved. While we may agree that an evaluation should be as objective as possible, the fact remains that all evaluations are biased—in their choice of questions, their selection of data collection methods, their choice of methods to analyze data, and their interpretation of results. In this context, it is important to have realistic expectations of your program evaluation, to understand in advance that it may not accomplish what you imagined it would, and to be prepared to make as creative use of the experience as possible. It is also critical to remember that program evaluation, like all activities that effect people's lives, needs to be governed by your program's more general ethic of human service.

Our final reminder: Ultimately, your program evaluation belongs to you—it's your questions, your evaluation plan, your hard work. The benefits are yours also. Good luck, and good evaluating.

GLOSSARY OF EVALUATION TERMS

DATA ANALYSIS: The process of synthesizing and summarizing raw information in order to find answers to evaluation questions.

EVALUATION DESIGN: A plan that details what is to be evaluated, when, by whom, and for what purposes.

EVALUATION METHODS: Specific techniques used to gather evaluation data.

FORMATIVE EVALUATION: Evaluation conducted during the planning and implementation phases of a program to monitor its development and provide guidelines for making changes.

GOAL: A broad, general statement of a desired condition.

NEEDS ASSESSMENT: Systematic appraisal of the gap between current circumstances and desired circumstances, as perceived by the target population or their advocates. Needs assessment does not identify solutions to existing problems.

OBJECTIVE: Specific statement of a process for change.

PROGRAM EVALUATION: The process of systematically selecting, gathering, and interpreting information for the general purpose of making informed choices about a program or its practices.

PROGRAM MONITORING: Identification of the extent to which a program is reaching the intended target population and conforming to program design.

PROGRAM PLANNING RESEARCH: A general term referring to information gathering to aid in the rational design of social or educational programs.

SUMMATIVE EVALUATION: The process of systematically measuring the total and final impact of a program after its conclusion.