

HERDSA NEWS

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EVALUATIONS AND REVIEWS IN HIGHER EDUCATION

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NOV. 1983

Editorial

This special issue of HERDSA NEWS adopts a smorgasbord approach to evaluations and reviews. The aim has been to present a mixture of provocative, reflective and pragmatic articles. Aspects covered include evaluation of programs, decisions, organisations and teaching. All in one small volume!

HERDSA has been especially active in pushing the need for a more informed approach to evaluations and reviews. The HERDSA workshops on evaluation for academic staff have been successful despite the inadequate financial support available to such initiatives. As Jackie Lublin observes in this issue, the advantage of the Society taking the lead in this area is that "clearly we have no axe to grind, no sectional interest to further".

Editors like to think that their comments may be heeded by someone in a position of authority (or at least influence). If such a person is reading this issue, he or she should ponder whether Australian institutions of higher education have been sufficiently adventurous in their approaches to evaluations and reviews. I do not think they have been, although no doubt someone will advise of exceptions.

Evaluation is a sensitive subject with academic staff. Some members of staff will oppose the evaluation of teaching no matter what safeguards about confidentiality

are provided. Staff associations are becoming increasingly powerful and they have a legitimate interest in the development of a policy on evaluation. This suggests a need to proceed cautiously if conflict is to be minimised. At the same time, issues about the quality of staff performance should not be shirked.

Questions to be addressed in formulating an institutional policy on evaluation of teaching are:

- *What are the purposes of evaluation?*
 - *Should evaluation be a voluntary or a compulsory process?*
 - *Who should do the evaluation?*
 - *Who should receive the results of evaluation?*
 - *Should decisions about promotion and tenure be made without supporting evidence about the quality of teaching?*
 - *What steps should be taken to deal with problems of poor performance?*
 - *What should be the role of academic development units in formulating and implementing a policy on evaluation?*
- Hopefully, the articles in this issue will provide a guide to action as well as a contribution to discussion.*

*Charles Noble,
Guest Editor.*

CORRECTION

Inadvertently, a number of corrections were overlooked in the article Better Teaching or Better Learning, HERDSA NEWS July 1983 issue. The final paragraph of the article, page 11 should have read:

There have been times when I have toyed with the notion of student-led innovation: that if students could be helped to become autonomous learners then lecturers would be obliged to adopt a different and more useful role. But lecturers hold all the trump cards. Even sophisticated autonomous learners bow down to the demands of their teachers and passively submit to being taught and so learn less. What one learns from higher education is how to be a dependent learner. Continued preoccupation with teaching, at the expense of learning, is not going to change this situation.

NEW JOURNAL

Research in Science and Technological Education, Volume 1, Number 1, 1983. Published by Carfax Publishing Company, PO Box 25, Abingdon, Oxfordshire, OX14 1RW, England. Two issues per year \$US70.

Research in Science and Technological Education is the latest addition to the already substantial range of educational journals from Carfax. Unfortunately the first issue is disappointing. Despite their aim to publish "original research from throughout the world, dealing with science education and/or technological education", the contents do not include anything from higher education research. It is also surprising that while contributors were drawn from the UK, Australia, New Zealand, Israel, Ireland and Nigeria, there were no representatives from North America. This is an extraordinary omission when one considers that there is probably more research in this field being conducted there than anywhere in the rest of the world. If Research in Science and Technological Education is to become a realistic competitor to the European Journal of Science Education, the range of articles should more adequately reflect their stated aims.

I wrote for an inspection copy and was charged \$35. I am returning my copy along with this review.

Dave Boud.

Deadlines for copy for HERDSA NEWS 1984

March issue: 11th February 1984

July issue: 1st June 1984

November issue: 1st October 1984

Crunch Funding Considerations

In evaluating decisions about university priorities, several dimensions must be explored. Michael Scriven's challenging article examines issues of Needs vs. Benefits, Absolute vs. Comparative, and Qualitative vs. Quantitative. He offers criteria for evaluating "crunch decisions".

The ensuing discussion was stimulated by the need to provide a foundation for handling a recent decision by the Professorial Board at the University of Western Australia, on which the author serves. That decision, passed on a more-or-less party line vote (scientists vs. the rest), was to put another half million dollars into upgrading the electron microscopy centre — not the only one in the immediate neighbourhood — while cutting the library budget by about the same amount, a cut that involved, *inter alia*, deleting something of the order of 500 journals and 10,000 requested books. The question arising from this case is what logic applies to such decisions; it is certainly not one with which most academic staff — who make them — are familiar.

Crisis funding

The use of quantitative measures, such as number of users, often seems called for when there is a risk of ignoring the needs of the greater number of scholars and students on the campus in favour of an expensive elite. The elite group of scholars/teachers using very expensive equipment — and sometimes using it very rarely — must also be considered, but in hard times may have to be considered rather critically in the light of what must be foregone in order to fund them, instead of considering them in the more carefree way we try to approximate in affluent times.¹ The same logic applies to the use of heart lung machines or magnetic resonance scanners which would ideally be made available to all who need them but in harder times may have to be restricted to those who can pay for them out of their own funds, plus a small number of cases that we view as especially important, for ethical or social reasons.

Crisis funding is thus sharply different from ideal funding, or even from the funding appropriate for a state of modest affluence, and requires us to go back to bedrock for the justification of the budget. Hence the term "zero-based budgeting" (ZBB) which is sometimes used for an approach of the kind under discussion here. Instead of giving justifications for cuts and increments, which is appropriate for a situation where level funding is the norm from which we are expected to justify increases, we have to rethink and set out our justification for every dollar requested.

Universities in Australia are not yet in the most extreme type of crisis funding, so we can afford some divergence from the absolutely basic; but we are near enough to crisis in some areas so that it is important for us to regularly rethink what we are doing from the perspective of ZBB, not only because that tends to be the perspective of an economy-minded legislature, but also because it comes nearer to a just basis for distribution.

There have been legislative/bureaucratic idealists (or enemies, depending on where you sit) who think that all budgeting should always be done on a ZBB basis. The trouble with this is simply the trouble with this. The attempt to do an *ab initio* rethink of every item in a budget, and write it up, involves so much effort and discussion time and threat to morale as to constitute a

major cost and delay at a bad time for extra costs and delays. The pragmatic/political alternative almost always looks better, *viz.* find out where the attack is focussed and make concessions there. But the administrator — or the voter or legislator — interested in justice and efficiency will find that the ZBB exercise, even if only done informally and partially, is a most effective way of uncovering hidden assumptions.² And there are intermediate approaches that may have value; this note can be seen as involving one of them.

In a true crisis — or new start — situation, the funds for an academic unit (program, department etc) should be based upon awarding it — or setting it up so that it will earn — the minimum amount necessary to enable it to perform any task that is absolutely essential to the basic mission and functions of the university. In addition it should be advanced, or should take out a loan for, any further amount that will enable it to save or make more money/resources than the further amount itself plus the cost of the loan.

Crisis funding is ... thus sharply different from ideal funding, or even from the funding appropriate for a state of modest affluence, and requires us to go back to bedrock for the justification of the budget.

The Paris schools, Padua and the Oxbridge of the Middle Ages, and Plato's original Academy, were pretty close to this condition, and consisted for the most part of a small teaching/research faculty with few if any specific facilities. The social/intellectual problem of budgeting there was simply to meet the intellectual needs of the students who paid the bills, at a price that would meet the physical/intellectual needs of the teachers. The faculty, as the experts, decided what was to count as adequate comprehension, true findings, and the essential components of the curriculum, given the general nature of the demand from the customer. They did not, however, collectively address (in any form that has been preserved) the question whether the customer should be making that general demand — only whether a scholar could provide for it in good conscience and consistent with the standards of his profession. Of course, the scholar — if teaching philosophy, for example — might and sometimes would address the question whether such demands were part of virtue and the good life or merely a sign of a shallow wish for prestige. Thus Socrates raised doubts about the clients of the sophists and indirectly about the integrity of the sophists' own motives. But detailed budget justification was not part of the curriculum, and such associated ethical issues as arms-related and defence-funded cryptography research did not arise.

Cost-effectiveness in teaching and research

Some subjects can still be taught at the postgraduate level without laboratories or a library — philosophy, mathematics and foreign language skills, for example — but they do not make up a university today, or even a full curriculum in those subjects. In order that a subject like anatomy or medical engineering can be taught to the level where it will be of use to the future doctor or researcher, and hence to the society, one must add some props for the teacher and learner. But, in crisis funding, these are not props chosen because they make it easier to teach to the level of understanding for which there is a clear social need, or make the instructional materials more pleasing aesthetically. They are only those props which are absolutely essential or less costly than the time of a teacher.

It's in these terms of increasing the cost-effectiveness of teaching that we have to approach media services or word processing equipment, not in terms of whether they meet the demands of teachers who like to use them or of others who could benefit from them. We could probably all benefit from them to some extent; but that's not enough justification. It may even be true that the greatest needs for them are in areas where they are not used, and some of the least serious uses may be in the areas where traditionally they have been most commonly used. That's irrelevant in ZBB; greater and lesser is not the point in hard times. The only relevant question is the question of absolute, not relative needs, i.e. whether and where media services (for example) are provably indispensable. A comparative element only comes in when that first question has been answered; and even then we are still asking about absolute savings. That is, we try to show that word processing is cheaper than an essential alternative. We do not ask the superficial question whether it saves time and trouble for the staff — it clearly does this; we ask whether the amount of those savings that will materialise in a budget or other detectable form is greater than the cost of the capital and maintenance involved in the equipment. And that's a much harder question to answer, especially since we rarely have baseline data. (The secondary moral is of course that we should be more serious about getting baseline data.) Similarly, the question is not whether we need six times as much equipment in the physics/engineering area in order to match the levels to be found in the US, UK and Japan, who doubtless benefit from what they have, but whether we absolutely need even as much as we now have. That is no idle question — as at first it appears to those chafing at the bit of restrictions that keep them to one-sixth of a budget their peers enjoy — becomes clear when we look at the results of the studies that have recently raised doubts about the value of labs in the first years of science courses. To put it bluntly, it turns out in many cases to be very doubtful whether all that hardware and support cost was necessary, though for generations we had held it as one of our most cherished beliefs that a science education without labs would be a travesty.

The question of what hardware is required for research purposes is just as much a matter for close scrutiny, especially since

- the areas of faculty research are rarely prescribed by the body politic as the outside client, and
- when they are, as with a CSIRO contract, we can reasonably ask for special funds for needed equipment.

In short, we have to be willing to tailor our research areas to fit our budget and not just the research fashions of the time. The latter preference is of course attractive to those seeking to further their own name and future elsewhere — and thereby, one might argue, the name of the university. But even the latter preference may be better served in hard times by going into new areas in which we can be leaders not followers, areas that require

less costly equipment. There are plenty of such areas, solar energy and desalination being two that are easily identified in retrospect. While it is not obvious where they are in prospect, it is surely appropriate these days to spend a great deal of time looking for them and thinking about the cost aspect, as well as the available expertise aspect, of the selection of areas for research focus. Most researchers have some capacity to work in different areas; the university, on the other hand, has little capacity to fund new starts or even keep up with the neighbours in the most or even the more expensive areas — at the moment.

In short, we have to be willing to tailor our research areas to fit our budget and not just the research fashions of the time.

It's true that this means that the theoretical physicist or pure mathematician or cosmologist is more easily and will be more adequately supported than some of the applied people in the same departments. However, failing to support the hardware-hungry at the level to which they, or their colleagues overseas, have become accustomed is no more "unfair" than the fact that we don't support the teaching of aboriginal dialects. There are simply hard choices to be made, beginning at the Commonwealth level. If the present economic trend continues, it seems clear we will have to weight support cost very heavily in selecting new faculty. Even though, from the point of view of the state, there might be a strong case for maintaining great strength in hardware-intensive applied areas, we can only propose that point of view; if the state ignores it, the state will have to bail itself out from backwardness in those areas later on and we will have to hire lower-(support) cost researchers in the interim.

The worst that can happen from the university's point of view is that our graduates will have less strength in some fashionable areas than the norm, but — even if this did turn out to be true — they will have corresponding strength in other areas which we have chosen partly because we regard them as areas of greater future importance. And there is, of course, the very real chance that we can teach them to the same standards of understanding with less hardware, if we put our minds to that task instead of taking the easy way out ("How can they possibly understand gas chromatography if they've never used/seen a gas chromatograph?" Answer: Probably by using a good graphics representation in paper or VDU form, those microcomputers being cost-justifiable, if at all, by the fact that they can be used to simulate a wide range of lab instruments.) Of course, areas that are fashionable are sometimes also very important; there will be real losses. But they are also often merely fashionable, and we can turn that lesson from the history of science into major benefits.

In any case, while it is obvious that one of the missions of the university is to support research of the highest quality in a wide range of fields, it is another question entirely whether this supports a need for either moving or updating an electron microscope facility, unless or until this is paid for by external customers, when the opportunity cost of this is of the order of magnitude of 500 currently subscribed and 100 new journals plus 10,000 requested books, plus free access for all faculty to DIALOG and LEXIS, plus the associated support staff.

For, despite the electron microscope's value in teaching as well as in research, which might possibly make the case interesting if a university did not have one (and access to others), the incremental benefits of an upgraded installation are — one might think it obvious — simply not great enough for people in the campus community to offset the absolute loss of 500 crucial journals and 10,000 requested books, including journals that the Law School regards as basic enough to jeopardise their accreditation, if that were conducted according to the usual standards; and journals which in new fields (such as evaluation and policy analysis) will make the difference between nothing at all and reasonably adequate coverage.

The number of faculty and students served must come in when we are dealing with cases that are otherwise comparable; that is, as far as their indispensability to the core missions of the university is concerned. Since most of the cases we are looking at are cases where the function performed is in the general category of improving research or teaching, our primary missions, we can't get far with the generalities. We must refine the measurement scale. We must look at the justification for the area of research — on that kind of point the judgement of those involved in that area is not enough, for obvious reasons — and at the impact of the teaching. In doing this it is essential to look at not only the depth of the effect (of an expenditure or cut) but at its breadth, i.e. the numbers served, be they researchers or students.

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The Paradox of the Toilets

Which brings us to the fascinating Paradox of the Toilets. Alone of all the university's facilities, they are used by, and in fact would probably be voted as indispensable to, every single person on the campus. Indeed, it might well be said that they are essential for the fulfilment of the mission of the university. Surely, therefore, if the numbers served are to count as an indicator of importance, they are the most important things on the campus? On the other hand, surely we would not want to say that the most important things on the campus are the toilets?

Well, as the saying goes, in one sense Yes, and in another sense, No. And in the sense we have been talking about importance, they are not very important; so their role does not provide a counter-example to the appeal to numbers. In brief:

In order to do any of the things that universities do, if they are located in a region with an uncertain climate, we would normally say that it is necessary to own some buildings, with the usual facilities in them. But to be strict about it, owning such things is not absolutely necessary; we could rent all our buildings, or use tents, or meet in the evenings at schools or churches, or gather under trees, and similarly we could go off campus for the

use of toilet facilities. Thus the necessity here is simply a "practical necessity"; the costs of the alternatives would be higher in money and/or non-money terms, just as they would be higher if we used handwriting instead of typewriters.

So we can distinguish between practical necessity and absolute necessity for a university. Owning our own buildings, typewriters etc, is not absolutely necessary, it's just common sense that we need them, they are practical necessities. But the need for (access to) a library (physical or electronic), or for human teachers — at least in some science and humanities areas — is at a quite different level; for those things relate to the nature of the university as a centre of higher learning. Similarly, though not quite so certainly, any first-rate university would have to have an electron microscope. On the other hand, having a medical faculty or a magnetic resonance scanner is not a necessity for a university at all, only for a nation.

But when we get down to choosing between improvements to the one unit and reductions in another, we have to look elsewhere than at a "necessity" of some general kind as the decisive factor that will settle the question. That's where it becomes important that:

- the sciences who need the electron microscope also need the library, but not vice versa
- many more hundreds of users of the latter will suffer severely from the cuts than from the former.

By contrast with this distinction, the justification of the library over the practical necessities — housing, furniture and toilets, for example — focusses on another point. The numbers of people using each kind of facility is still relevant to determining their importance, and is more or less comparable. But one must look first at the dispensability of the use; and here a difference emerges. In one case what suffers from the loss of the facility is the basic mission of the university whereas in the other what suffers is simply the convenience of those who work there, and hence the amount rather than the quality of the work that gets done in unit time. There is a sacrifice of the convenience of those it employs and instructs, and hence, additionally, there is some added expense to the taxpayer.

In conclusion then, in looking at crunch decisions like this one, the analyst must focus on several aspects.

- *Necessity rather than benefits.* The point is obvious when stated at this level of generality, but discussions rarely focus on the right practical issue — what are the worst losses/costs for anyone impacted by the decision? These may be handled by ad hoc solutions, but they should be handled before one gets hypnotised by a focus on global benefits.
- *Convertible savings rather than demonstrable savings.* It is not enough to show that word processing saves time for staff, you have to show that the savings translate into net gain over the investment and maintenance costs. Otherwise you just have a benefit, not an economy.
- *Numbers.* When the level of necessity or benefit has been established (mission level vs. practical level, necessity vs. benefit level).
- *Marginal costs and benefits.* These relate to the specific improvements or cuts, not on the question whether something of this kind is essential. The latter issue is irrelevant to a decision about trimming and fattening.
- *The costs and benefits must be assessed across the whole system.* The mere fact that an item comes up under one budget or agenda category and the other doesn't avoid the fact that budget and agenda categories are artefacts whereas gains/losses of service are not. One must always be on the alert for remote decisions whose presuppositions or consequences are affected by

(Continued on page 24)

Helping Evaluation Happen

The Workshop Series on Evaluative Skills, completed late last year, was the first national workshop series organised by HERDSA. Over the space of two years Ernest Roe and Rod McDonald conducted seven three-day workshops which were attended by a total of 200 senior academic and administrative staff from universities and colleges in Australia and New Zealand. The workshops were judged to be highly successful by the Commonwealth Tertiary Education Commission (which largely funded them), by the participants, and by HERDSA.

Below, Jackie Lublin outlines how HERDSA became involved and Rod McDonald briefly describes the workshops and the issues they addressed.

1. THE ROLE OF HERDSA

Where does this Society stand as accountability looms over the horizon for tertiary education? In 1980 we opened our mouth by adopting as HERDSA policy the *Statement on the Professional Development of Academic Staff* (Supplement to HERDSA News, Vol. 2, No. 3). In 1981 we proceeded to put our money where our mouth was by taking positive steps to set up a structure which would implement some of the ideas expressed in that document.

In fact it was not our money but the (then) TEC's money which allowed HERDSA to initiate a series of national workshops on evaluation. We applied to the TEC's Evaluative Studies Program in the first instance, tailoring (quite validly) our desire to do something concrete for the professional development of academic staff to the requirements of the funding source that the project be concerned with evaluation. We argued, with flair, skill and panache, that instead of using their money to carry out an evaluation we would instead use it to introduce academic staff to, and train them in, the processes of evaluation so that they could in turn use and disseminate these skills in their own institutions. In other words, we wanted to give knowledge to individuals so they could act and react appropriately to issues of evaluation within their own institutions.

We asked for a mere \$51,000 to develop and carry out four different workshops on evaluation five times each around Australia; this figure included funding for a management committee, secretarial assistance and a part-time project officer's salary as well as fares, subsistence etc for what amounted to 20 workshops — we felt modestly that we were offering the TEC a bargain. Imagine our surprise when they suggested that our fully fledged plans were perhaps a little premature and that they would like to see us walk before we embarked on the 1,500 metre sprint. After extraordinary pruning we resubmitted our proposal as a pilot run of one workshop in three different states, for \$4,700. It would be tedious to recount the fine details of what followed — it is sufficient to say that the TEC eventually granted us \$1,800 for the development and one trial run of one workshop on evaluative skills.

The rest is history, recorded for the cognoscenti in the presidential reports of successive AGMs, executive minutes, and spoken and debated about at conferences, executive meetings and meetings of directors of units, but it is worth summarising that history here for the record.

The first workshop was trialled in Sydney in May 1981. It was attended by 21 academic staff from Sydney CAEs,

universities and TAFE, and by the Executive Officer of the Evaluative Studies Program. It was led by Professor Ernest Roe, Director of the Tertiary Education Institute in the University of Queensland, and Dr Rod McDonald, Director of the Educational Services and Teaching Resources Unit in Murdoch University. The Vice-Chancellor of Sydney University, Professor Sir Bruce Williams, opened the workshop. It lasted three days, and was generally considered very successful. (An account of this workshop can be found in HERDSA News, Vol. 3, No. 2.) We then successfully applied for \$9,700 to conduct the workshop four more times — this time we received the amount we had asked for.

By May 1982, we had completed workshops in Sydney, Melbourne, Adelaide, Perth and Brisbane. Growing even bolder, we then applied for \$4,600 to offer the workshop residentially in Sydney for staff of the considerable number of non-metropolitan institutions in the eastern states. This became known as the Country and Regional Workshop, and was held in August 1982. In November of that year the workshop was taken to New Zealand through the kind auspices of the ANZ Foundation and John Jones of the University of Auckland.

Reactions

Our activities were not sympathetically received universally: one university academic development unit felt that we were poaching their clients, and that the proper place for the development of evaluative skills in senior academics was on their own campus carried out by their own unit. Generally, however, units and institutions welcomed the opportunity for senior staff to go off-campus to concentrate for three days on evaluation. The units played a co-ordinating and liaison role with these staff during and after the workshop. Very few institutions did not respond at all to our invitation, sent through the Vice-Chancellor or Director, so we might assume that the topic, or the Society, or our approach was not seen to offer anything of value to them. But the vast majority of invited institutions either sent people or apologised for not being able to do so.

So what has been achieved by this workshop? What did the CTEC get for its \$16,000? I believe quite seriously that the CTEC got a bargain. Lip-service is constantly paid to the need for evaluation within tertiary institutions, but comparatively few institutions have bitten the bullet even in the gentlemanly manner of the ANU's departmental reviews, much less in any tougher-minded American manner. Indeed, in reality there is likely to be a conserva-

tive drag in institutions which acts against the implementation of structured evaluative activities at any level, leaving such activities to be carried out by the personally committed, or perhaps the departmentally coerced. What our workshop did was to attempt to sensitise senior academic staff to evaluative issues, to introduce them to ways of thinking about evaluation and to offer them some techniques, instruments and options as ways of doing it.

Within Australia this workshop reached about 140 senior academic staff. We did of course take steps to estimate the value of the workshop to these people. While the ultimate success would have been that changes occurred subsequently in their institutions as a result of attending the workshop, given the complexities and realities of tertiary institutions we felt that evidence of attitude change might be all we were entitled to look for.

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A long-term follow-up (i.e. between five and 12 months later) of participants in the first four workshops elicited 38 written responses. Nearly all agreed in retrospect that the workshop had been useful and interesting, although there was much less agreement that there had been subsequent activities directly attributable to the workshop. The following reactions indicate a strong sense of the applied usefulness of the workshop experience:

"While not directly caused by the workshop, the process of re-accreditation has been influenced by the insights gained."

"Since the workshop the Department of TAFE has agreed to co-operate . . . in developing a model for institutional evaluation in TAFE. Although one could not argue cause and effect, the outcome is that I am better prepared for the project."

"I am planning a departmental evaluation for next year."

2. THE HERDSA WORKSHOPS

There is no shortage of evaluation expertise in universities and colleges. However, in places where it matters — academic departments and higher administrative echelons — a basic understanding of evaluation is very often lacking. Without such understanding the real impact of the recent external pressures for accountability is likely to be minimal, as "evaluations" will continue to be based on anecdote, heresay and data-free deliberation. Even with it, progress will probably have to be measured in decades rather than years. So the target audience of the workshops was those who are likely to be generating, interpreting, and acting on evaluations as administrators or academics rather than as professional evaluators.

For some respondents the valuable aspect of the workshop was "the opportunity of getting to know better some significant people in the field in this town and in my own university". We have the basis now of a network of people across Australia who have had the workshop experience.

As a result of all this CTEC gave us \$2,500 to develop a second workshop on departmental review, but with the clear understanding that they would not fund its repetition. This workshop was trialled in Sydney in November 1982 with Ernest Roe, Rod McDonald and Dick Johnson (Professor of Classics in the ANU) as leaders. We jumped into the deep end by offering it in Melbourne in May 1983, knowing it would have to be self-supporting. Forty-five heads of departments and schools took part, making it both a financial and professional success, and ensuring that we will offer this workshop around the major cities again.

Spin-offs? A book in publication, *Informed Professional Judgement* by Roe and McDonald (Queensland University Press), which is the working up of the resource file from the first workshop; another, as yet untitled, from the second workshop; a training workshop in February this year to disseminate the knowledge and expertise about leading the first workshop, and another planned for October this year about the second workshop.

Croppers? Flushed with enthusiasm we put in an application for funding to develop a third workshop on the professional development of academic heads — a worthwhile and needed project, but no dice, presumably because the topic could not be fitted neatly into the framework of evaluation. This was fairly clear as our submission stood, but the incident throws into stark relief the fact that there are no sources who will fund a worthwhile developmental project in tertiary education by a proven body of interested and capable people who are not in it to make money for themselves. So if we develop this as another national workshop we must do it with our own resources, it seems. I think we will.

HERDSA can be pleased with what it has done so far in developing evaluative skills in and sensitising senior academics to the issues involved. This has been well received and it has been useful for participants, leaders and the Society. I think there is great benefit in an independent Society like ours taking a lead in the provision of such workshops on such a topic: clearly we have no axe to grind, no sectional interest to further — strength to our arm!

Jackie Lublin,
University of Sydney,
Immediate Past President HERDSA.

The workshops, then, were designed for senior staff who need to know something about evaluation but have never learnt about it in any formal sense, and the range of participants was considerable. They included Heads of Departments, Chairs of Schools, members of promotion committees, chairs of curriculum review committees and education committees, and staff with an interest in carrying out evaluations in their own subject area. They ranged from sceptics who were clearly there only because they had been sent by their Vice-Chancellor or Principal to those who had clearly been worrying about the dangers of both adhocery and complacency, and looked forward to examining the contribution that evaluative studies can

make to rational planning and decision-making. The workshop was *not* designed for people who knew a lot about evaluation already, but nevertheless, a number of such people attended. Many of these felt very well served by the workshop ("I guess I knew a lot of it from textbooks, but this workshop made it come together") but, predictably, some others felt that the pace of the workshop (catering, as it were, for a "lay" audience) was too slow.

The workshop brochure stated, "Particular attention will be given to working out with participants strategies and procedures which they may adopt when they return to their own institutions after the workshop. A major practical purpose is to provide information and skills to a select group so that when they return they may be able to promote the development of evaluative skills . . . The aims of the Workshop might be summarised, not altogether facetiously, as 'how to do a reputable evaluation without devoting too much time to it' and 'what to do with an evaluation once you've got it'."

The Workshop plan

Accordingly, the workshops were designed to address the major issues faced by those making decisions in higher education: interpreting and making judgments on (often inadequate) information, choosing what information should be obtained and how best to obtain it, reporting an evaluation, and questions of politics and climate. We tried to design case studies and exercises that would reflect what actually goes on in institutions of higher education, and the examples used were:

- course unit (subject) approval;
- evaluating a degree course;
- reports from an external subject expert, an educational development unit, and from colleagues; and
- investigations of staffing issues and of student services.

There were also, naturally, a number of presentations — on the meaning of evaluation, evaluation methods, planning an evaluation, and evaluating teaching, and a demonstration of one data-gathering technique. Participants were provided with a 200-page file of materials produced for the workshop, and which served as a combined reference/workbook.

... in places where it matters — academic departments and higher administrative echelons — a basic understanding of evaluation is very often lacking.

Adequacy of information

The first exercise — a critical one in setting the tone of the workshop — was designed to address questions of adequacy and quality of evaluative information, and criteria for making decisions. Participants formed "course unit approval committees", examining data on one of two courses: either "Introduction to Journalism" in a large university or "Environmental Chemistry" offered by an institute of technology. The exercise started just half an hour after the workshop itself, and would have left no doubt in the minds of the participants as to the practical orientation of the workshop and its concern with what actually *happens* — or might plausibly happen — in their institution.

Discussions on this exercise focussed on whether they had enough of the right information. Although the

"committees" were supplied with course outlines, reading lists, assessment results, and evaluation data, many felt that they did not have sufficient information to make a confident judgment on either course unit.

Having arrived at this point, some were surprised when others argued that "the information before the course approval committee is much more extensive than the information upon which course approval committees typically evaluate units in *my* institution". This led to discussion of quality and quantity of evaluative information, and expressions of concern as to the prevalence of evaluative judgments made on insufficient or incomplete information.

This provided an opportunity to discuss the validity and reliability of information. For example:

- how valid or reliable are the results from an Alternative Handbook, with a 58% response rate?
- how relevant is a statement of a lecturer's good intentions?
- how much notice should a committee such as this take of written information anyway?

A vital point in this discussion was the distinction between different purposes of evaluation: information which is valid and useful for one purpose may not be for the other. One such distinction is between formative and summative evaluation. Some of the information presented in this *summative* exercise was gathered for *formative* purposes. Another distinction is between evaluation of course units and evaluation of the people who teach them.

Obtaining information

The second exercise concerned the selection of sources of information. It was introduced not only to quash the notion of "data-free decision making", but also to make people aware of the need to be highly selective in choosing sources of information. Having read the brief case study of a social work degree course, participants rated the importance of thirty listed possible sources of information, then, in groups, decided the seven most important. This exercise, and the plenary session which followed, raised a number of issues: mainly,

- the importance of an evaluator knowing the ultimate purpose of an evaluation, in order that it serve as a basis for subsequent action;
- the different roles that an evaluator can take, and the need to be clear about which is being adopted: outside expert, investigator, judge, reporter of data, . . . ;
- the different possible ways of selecting sources of information;
- the relative importance of *written* sources of information versus sources which depict what *actually happens*; and
- the possibility that unexpected information obtained early in the evaluation will cause a revision of any initial plan.

Reporting

The topic of reporting an evaluation was treated by examining a series of sample reports — an evaluation of course units, of a degree course, and of an individual's teaching. Discussion then focussed on the following questions:

- To whom will the report be made?
- What will the purpose of the report be? To provide feedback? To aid decision-making? To initiate improvement? To inform? To persuade?
- Should it be assumed that any other parties will see the report? Should any concessions be made to the possible use of the report for unintended purposes?
- What form should the report take? Quantitative or descriptive? Oral or written? Fully documented or summary only? Containing recommendations?

(Continued on page 24)

Evaluating a TAFE College

There is a need for evaluation processes and procedures which respond flexibly to the needs of different institutions. Peter Thomson examines the need for college-based procedures in the TAFE system and suggests steps for planning a successful evaluation.

In September 1982 the TAFE National Centre for Research and Development commissioned a project entitled "The Evaluation of TAFE Institutions". This was a joint exercise of the Centre and the South Australian Department of TAFE. At that time there was a widespread belief in South Australia that forces external to the TAFE Colleges would bring increasing pressure to bear for a form of institutional accountability (Keeves, 1982, para. R13.1). The view was therefore taken that the development of some evaluation procedures, managed from within the colleges, would go a long way towards meeting the demands of these outside forces.

The TAFE National Centre saw the value of a project which would develop college evaluation procedures suitable for use in all States and Territories. The project was therefore conceived as being one which would aim to meet the evaluation needs of TAFE Colleges throughout Australia. Almost twelve months later, the project has progressed to the point where a set of recommended procedures is reaching the stage of final development.

From the outset this project has had more of a development bias than a research bias, and relatively little emphasis has been placed on such things as experimental design or setting up models. Indeed, the project team members have come to share the view with some others that the proliferation of evaluation models in recent times might well be evidence that the state of the art has not yet progressed to the stage where models are appropriate. We agree with Nevo (1983) that "persuasions" is a better description of the direction our work has taken and offer the following persuasion on institutional evaluation as we have applied it to a TAFE College.

First steps

The initial directions for the work were provided at a national workshop followed by a meeting of the project's national advisory committee. At this time there was agreement that:

- the underlying aim of the project was to bring about the improvement of TAFE Colleges;
- the decision to conduct a college evaluation should not be imposed from outside but should be the result of internal initiatives;
- the committee or team charged with the task of conducting a college evaluation should mainly come from within the college, with expert external help to be provided as necessary. Just who, beyond the primary audience, should receive the evaluation report is a question of considerable importance for the college evaluation team to consider. While there may be pressure to keep the information confidential within the college community only the more naive would believe such a thing is possible in this day and age. It is probably, therefore, wise to begin the exercise with a "secondary" audience in mind, e.g. central office administrators.
- the audience for the evaluation should primarily be the internal college community, namely, staff, students and council.

Two practical outcomes of the project were anticipated. The first was to be a recommended method for conducting a college evaluation, and the second a number of specific measurement instruments for assessing the performance of the college against the goals it was setting out to achieve.

The project team began its work on three fronts; namely, by undertaking a series of college visits, by reviewing the literature on institutional evaluation and by developing some draft forms of measures of college performance. However, during the early stages of these activities, the project team realised that a necessary prelude to any evaluation was an accurate and detailed description of the college.

One of the more challenging problems for the project team has been the absence of goal statements specifying, in reasonably precise terms, what colleges were attempting to do . . .

Profile phase

The act of describing a college has come to be called the profile phase and itself involves two distinct activities. The first of these is the compilation of basic information giving descriptions and statistical details of:

- college setting;
 - buildings and facilities;
 - student population characteristics;
 - staff characteristics;
 - administrative structures;
 - college curriculum;
 - support services;
- and so forth.

The second part of the profile phase addresses the matter of college goals. Goal statements have a critically important role in the procedures we recommend for a college evaluation. Since the underlying aim is to bring about the improvement of a college, the goal statements must be analysed in conjunction with the descriptive and statistical details to determine the relationship between what a college is and what it would like to be. One of the more challenging problems for the project team has been the absence of goal statements specifying, in reasonably precise terms, what colleges were attempting to do in education and training, in management, in community relations and in most other areas of their operations. While some colleges do have goal statements they are the exceptions rather than the rule. Most approach the question of goals in an ad hoc fashion and make reference to the broad goals of technical and further education which have been articulated by the various TAFE

authorities. These broad goals do not address the issues in ways that are useful for college evaluation teams.

It has therefore been necessary to develop a series of statements which enable us to identify those *domains* of a college's activities where discrepancies seem to exist between what the college perceives it should be doing and how well it is actually doing it. The word "domain" is used to refer to a "sphere of influence". The "staff development domain", for example, is made up of all things which influence staff development within the college. Domains are thus broad rather than narrow groupings.

The identification of domains where there are apparent problems is achieved by a profile phase instrument which briefly describes the various domains of the college's operations (staff development, community relations, organisational structure, etc), and obtains the opinions of the staff on the "state of health" of each one. Opinions are gathered about each staff member's personal situation, that of the section in which he or she works and finally that of the whole college.

Once this is done a shift can be made from the broadly based domains to more specific goals. The move from domains to goals is a sensitive operation and one for which alternative strategies need to be considered. It is one thing to agree that the domain of organisational structure is not what it should be, but quite another to decide what are the goals of organisational structure that need to be addressed in any in-depth investigation.

Perhaps ideally the goal statements should be developed at a series of staff meetings where everybody can take part in the process of articulating what the college should be aiming to do in the various domains. Alternatively, college evaluation teams can choose to make use of prepared sets of goal statements. These goal statements have been produced as part of the project and provide a detailed coverage of each domain. There is a reasonable degree of flexibility built into the procedures for determining specific goals and these procedures are explained in more detail in the handbook being prepared for the evaluation teams.

After determining the specific goals associated with domains where discrepancies have been perceived by the staff, a cross-check is carried out with the descriptions and statistical information already obtained. This is done to ensure that staff perceptions are supported by additional evidence. It is always possible for a group to perceive a problem that might not really exist. Of course, when such an event occurs the college evaluation team will need to look closely at the reasons behind it. When staff perceptions fail to be supported by additional evidence, further investigations may reveal valuable information about the college.

A major outcome of the profile phase is a report which describes the college and identifies in a general way the "problem" domains and then establishes the goals for those domains. It is conceivable that profile phase reports will, on occasions, generate their own set of recommendations for action based on the information gathered. However, because the profile phase stops short of a detailed investigation of discrepancies between specific goals and outcomes, there will usually be insufficient information on which to make recommendations. Additional information must therefore be gathered at a second stage.

Inquiry phase

The inquiry phase focuses on the discrepancies revealed between goals and outcomes at the profile phase and subjects them to in-depth investigation using specific measurement instruments.

We began work on the development of the measurement instruments by making certain assumptions about the outcomes of the profile phase. The literature on institu-

tional evaluation provides a number of clues as to where discrepancies between goals and goal achievement might occur. Topics such as student learning, staff effectiveness, management, leadership and community environment are frequently cited as areas where problems occur within institutions. As well as this we had additional inputs from our discussions with staff at colleges in the different States. This has enabled an initial short list of topics likely to be deserving of in-depth evaluation in the inquiry phase to be developed. These include:

- college program
- student learning
- student assessment
- student services
- educational facilities
- teacher selection
- staff development
- leadership
- communications
- local community

The inquiry phase instruments have been developed to a common format. Firstly, a general question is posed. For example, for staff development the question is, "Does the college have a satisfactory staff development program?". This gives rise to a series of specific questions about the program such as how it is used by the staff, how effective they perceive it to be, what they perceive to be their important needs, etc. There is a close relationship between what should be asked at this stage and the information that is obtained during the profile phase.

Each instrument of the inquiry phase gives some advice on appropriate strategies for its use and identifies just what information from the profile phase is needed to enable an analysis of the answers to be carried out. To this stage some twenty questionnaires and interview schedules have been developed which seek detailed information from: staff, students, former students, employers, college council, and local industry and community groups. The development of additional instruments is continuing and guidelines for their use by college evaluation teams is being incorporated in the handbook.

The relationship between the two phases is summarised in the diagram.

Data collection

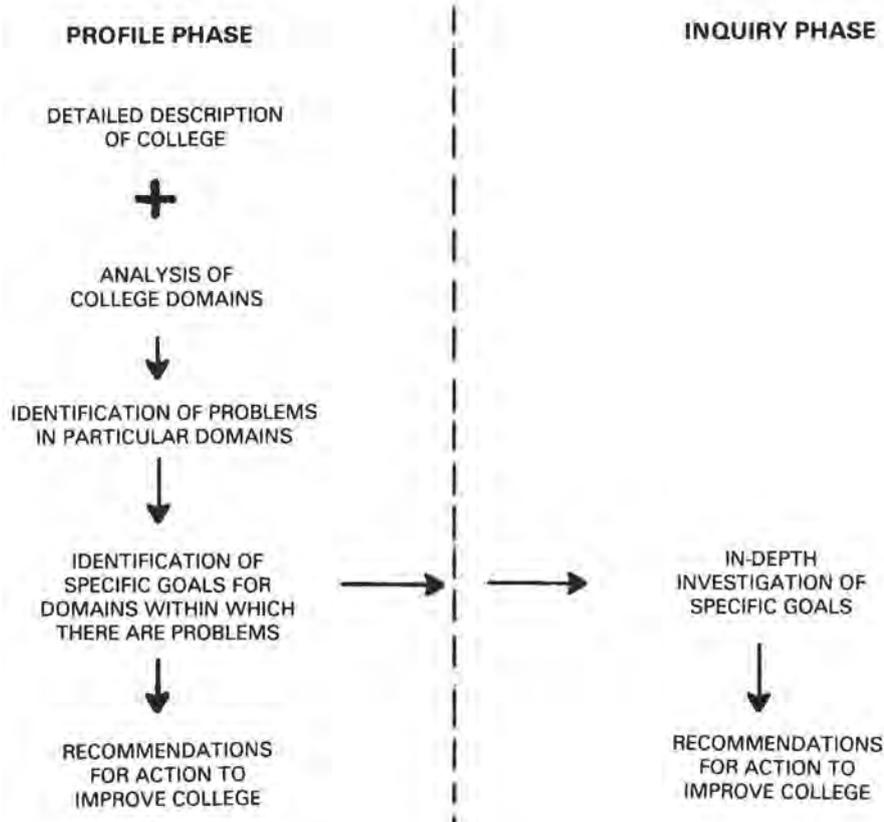
We would not want to imply in what has gone before that we have all the answers. Our persuasions about how to evaluate a TAFE College remain to be fully tested. Furthermore, we endorse the warning of another writer¹ that "close adherence to the evaluation procedures laid down in this document may be harmful to your evaluation". Colleges are extremely complex organisations and a flexible approach is essential to success. For instance, flexibility needs to be exhibited in terms of the quantity of data collected and the method of collection.

(a) The Problem of Too Much Data

Whole college evaluations are formidable undertakings if for no other reason than that they generate an enormous amount of data. During our work in specifying just what information needed to be collected during the profile phase we soon became aware that the task of describing a college in detail entailed a substantial amount of work.

This has led us to propose collecting two "levels" of information during the profile phase. The profile will thus begin with an examination of the college domains and the collection of a minimum set of information of a statistical nature. Once the analysis of the profile data on domains has been completed, the areas which are identified as exhibiting discrepancies between what is and what should be, will be known.

OUTLINE OF EVALUATION PROCEDURES



This means that it will not be necessary to gather detailed profile information about areas in which the college is seen as making satisfactory progress.

Only in the cases of perceived discrepancies will the maximum amount of descriptive and statistical information be collected. For example, if the first level of the profile phase perceives problems in the areas of staff development and communications then it is these two areas only which will be subjected to more intensive data collection. This means that college evaluation teams will not have to collect masses of data which they may never use. This time-saving procedure is a technique some teams may choose to ignore and it is possible to argue that the development of a full and comprehensive profile of the college will be a most valuable exercise in its own right.

(b) The Use of Prepared Instruments in the Profile and Inquiry Phases

There is a view that evaluations and any associated instrument development should be planned from the beginning by the evaluators. Dressel (1976) puts the point about instruments strongly when he says

... any evaluation is unlikely to be effective unless those involved in the process and in the ultimate decision ... have a thorough understanding of the instruments (tests, inventories) used and the data collected. Indeed, only those who have attempted to develop evaluation instruments have an understanding of the complexities of defining criteria and collecting evidence. Because such an understanding is a necessity, I am hesitant about suggesting the use of already existing instruments.

(Dressel, 1976, p. x)

The procedures which involve the use of a collection of

prepared instruments might at first be seen to be in direct conflict with Dressel's view, but that is, in fact, not the case. Our approach has had to be different because of the need to take the situation at the typical Australian TAFE College into account.

Because a team of evaluators will be drawn mainly from within the college we know that, for most colleges, they will lack experience in carrying out an evaluation. Furthermore, we know that limited funding will be available and that already busy members of staff are going to be asked to commit considerable amounts of their time to working on the evaluation. So while we are sympathetic with Dressel's view, we believe that the provision of pro formas and instruments as exemplars will lighten the workload of the team and increase the chances of a successful evaluation.

The instruments that have been developed as part of the project are not in any way sacrosanct. We have set out to produce a series of questions about particular aspects of a college, but fully appreciate that our questions are unlikely to be suited perfectly to any one college. The questions on an instrument and the format of that instrument are therefore meant to be used as exemplars on which a college evaluation team should base its work. Teams are strongly encouraged to modify the instruments as necessary.

Our plan is for a college evaluation team to review critically each instrument which it sees as relevant to its purpose. These reviews will involve a consideration of each pro forma and questionnaire item by members of the team. The practical consequence of such a process will be the deletion of those items which are irrelevant, the modification of others and the development of additional items by team members where the need dictates.

(Continued on page 16)

Evaluation for Decision Making and Feedback

The following articles provide a cross section of developments in the evaluation of teaching. Ingrid Moses considers the evaluation of probationary staff as an aid to decision making. In related articles Charles Noble outlines strategies for implementing an evaluation system and Alan Lonsdale examines the introduction of staff appraisal.

Evaluation of probationary staff

At the University of Queensland new staff regularly have a five year probationary period before being granted tenure. Heads of Departments have to submit annual appraisals of the performance of probationary staff to the staff member concerned and to the University administration. In order to assist with this the Tertiary Education Institute (TEI) was invited by the University to develop instruments for the evaluation of teaching of probationary staff.

When a group of staff is singled out for systematic evaluation and the evaluation results can be used in decision making, then the process by which the instruments for evaluation are being developed becomes most important. The account below will describe where we stand at the moment, how we got there and what else there remains to be done.

Where are we now?

At the end of Semester 2, 1983, many academic staff in the University will be participating for the third time in trying out a one-page questionnaire for student evaluation of teaching. This questionnaire is the result of an intensive consultation process. Features are:

- **The questionnaire serves both summative and formative purposes.**

It has three parts:

Part 1 consists of nine standard statements which were distilled from the literature, discussion with staff and pilot questionnaires. A tenth question asks students to rate the subject. Results from this part could form the basis for the annual discussion between probationary staff and their head of department.

Part 2 contains only one question, asking for a rating of the staff member's overall effectiveness as a university teacher. Results for this question could be submitted to the Promotions and Reappointments Committee.

Part 3 has space for up to 12 items which staff may choose from an item bank of over 70. This part is for feedback purposes only and allows the staff member to ask questions specific to his/her teaching situation. The back page provides room for student comments on the lecturer's strengths in teaching and for suggestions for improvement.

The results from all three parts are separately computed and printed so that parts may be detached and used for whatever purpose desired or requested.

- **The evaluation instrument and procedures were designed to be efficient and effective.**

Taking into consideration staff concern about the increasing bureaucratisation of the University, the questionnaire is restricted to one page; it can be administered in 10 to 15 minutes. Efficiency in production has

been increased through using computers for the production of the questionnaire and the analysis and reporting of the results.

Its effectiveness as a discriminating instrument is being monitored through statistical analyses; a number of variables which have been reported in the literature as influencing student evaluation of teaching are being used, e.g. class size, teaching modes, type of assessment.

Its effectiveness for helping staff realise their strong points and areas which need improvement is being assessed by structured interviews.

- **The questionnaire is useful to staff at all levels and for all purposes.**

So far about 150 volunteers, staff members from part-time tutor to professor have used the questionnaire for assessment of their teaching in classes ranging from small tutorials of five students to large lectures with 400.

The increasing popularity of the questionnaire indicates that staff who seek feedback on their teaching get sufficient and worthwhile feedback; that staff who need objective assessment of their teaching in support of promotion applications have confidence in it and see value in its quasi-official status; that staff on probation are reassured that their teaching is "satisfactory" (which it has to be in order to meet requirements for tenure) and that feedback gives additional hints for further development.

When a group of staff is singled out for systematic evaluation and the evaluation results can be used in decision making, then the process by which the instruments for evaluation are being developed becomes most important.

How did we get there?

The first step in any developmental task of this kind is to review the literature and to discuss the issues with professionals at other institutions who are or have been involved in similar exercises. The following principles underlay the development:

- **That all staff concerned be consulted.**

A questionnaire was sent to all probationary staff and heads of departments. Meetings were also set up to discuss the responses to the questions raised. These concerned what should be evaluated, who should evaluate what, who should conduct the evaluation, who should have access to the results. The consultation process enabled staff and heads to articulate their anxieties, reservations, bad experiences elsewhere and to receive reassurance that the process of arriving at instruments for the evaluation of teaching would be open, participative, and voluntary.

- **That, if possible, consensus be achieved as to instruments and procedures.**

Through questionnaires and discussions and regular progress reports to all involved (including the Student Union and the Academic Staff Association) a consensus seems to have been achieved. The first instrument, a questionnaire for students, evaluates two aspects of teaching only, classroom performance and class management.¹ Co-operation in piloting the questionnaire is voluntary; and all results obtained during the developmental stages are confidential to the staff member and TEDI.

- **More than one source of information and method of obtaining information on teaching should be used whenever the results are used for decision making.**

Students' expertise and experience for commenting on the classroom performance and class management of staff members were acknowledged. However for an appraisal of course content, subject competence and all activities not involving students directly peers, Heads of Departments and colleagues, were deemed appropriate sources of information. And staff felt, too, that they themselves could comment validly on most aspects of teaching and would want to supply additional information. Thus for

an appraisal of all aspects of teaching, students would respond on questionnaires, and peers and staff being evaluated would base their appraisal on documentary evidence, observation, discussions.

- **Evaluation of teaching performance must be accompanied by opportunities to improve performance.**

The most legitimate reason for evaluation of teaching performance seems to be feedback. Feedback is important for staff at any stage of their career but for probationary staff it is essential so that the feedback component was built into the questionnaire. Discussion of evaluation results with TEDI staff is recommended and a range of staff development programs are provided which address many of the aspects of teaching where staff were shown to need improvement.

What next?

The next step in the evaluation of teaching is to extend it to those areas not covered in the questionnaire to students. A form for peer evaluation of teaching is being developed to cover evaluation of course content, subject competence and "extra-curricular" teaching activities. At the same time a format for self-evaluation and for a teaching dossier is being developed so that staff may submit their own assessment and any other pieces of evidence in support of their claimed ability and performance.

Ingrid Moses,
University of Queensland.

Note

- 1 Murray distinguishes between classroom presentation, course content, course management, and extra-curricular teaching. H.G. Murray (1980), *A comprehensive plan for the evaluation of teaching at the University of Queensland*, University of Queensland, TEDI.

Implementing an evaluation system

The teaching process is often regarded as a private activity which should not be subject to outside scrutiny. If evaluation takes place, it is often on a voluntary basis. In implementing evaluation systems, academic development units may have to operate without institutional policies in support of evaluation. Academic staff may be defensive about anyone scrutinising their performance or suggesting any kind of improvement, Johnson (1982). The AVCC Working Party on Staff Development (1981) recommended that "evaluation of the teaching effectiveness of academic staff be formalised and systematised" (para 3.7) as part of a review of the overall performance of the academic staff member. There are signs that this challenge is being accepted, although progress may be slow in developing policies and procedures.

In developing a plan for the evaluation of teaching at the University of Queensland, Murray (1980) noted that an effective system must be comprehensive and multi-faceted. The system should include several different categories of teaching and utilise several different methods of evaluation. A further need is to accompany evaluations by the provision of guidance and support (early enough and over sufficient time) to allow staff to improve their effectiveness, before judgements on tenure and promotion are made (AVCC Working Party 1981). These propositions have been accepted in planning an evaluation system at Chisholm Institute of Technology, but it must be admitted that good intentions have not always been translated into action.

The Chisholm experience

A manually-processed evaluation questionnaire was introduced by the Educational Development Unit in 1975. The weakness of this questionnaire was that it was too general and in 1978 the range was broadened to include questionnaires for the evaluation of classroom teaching, lectures, tutorials and laboratory work. A separate subject evaluation questionnaire was also developed. These questionnaires were again manually-processed and provision was made for a confidential report to be made by the Educational Development Unit, if requested by the staff member.

As part of efforts to encourage evaluation of teaching, information on evaluation was disseminated to staff, submissions were made to School Boards and seminars were held. In 1980 the Institute's six schools endorsed a policy of encouraging staff to evaluate their teaching, but this resulted in only a small increase in the use of questionnaires. The philosophy followed in implementing an evaluation system was that it should be a voluntary process designed to assist the professional development of teachers. It was emphasised that the use of questionnaires in any other way — such as to provide information to a head of department without the consent of the staff member — would not be sanctioned by the Educational Development Unit. This approach was challenged in 1982 when the David Syme Business School opted for compulsory evaluation of teaching for all full-time and part-time academic staff. The dilemma for the Educational

Development Unit was that by refusing to be part of compulsory evaluation, long-term attempts to have evaluation accepted as a normal part of the academic life of the Institute would have been unlikely to achieve a breakthrough on the scale offered by the Business School. At the same time, there was a risk that the professional role of the Educational Development Unit would be questioned and some staff would object to compulsory evaluation.

The David Syme Business School would have introduced its teaching development program without the support of the Educational Development Unit. There was concern within the school to provide staff members with informative feedback which may lead to improved teaching performance. Course advisory committees responsible for reviewing courses had commented that such information should be available to staff. It was realised that some staff may feel threatened by this process, but this was not considered sufficient reason to drop the scheme. The advocates of the teaching development program believed that overt, objective evaluation is considerably more equitable than the informal evaluation process of innuendo and gossip which is too often an inherent part of the academic system.

In addition to providing a foundation for self-development, it was thought that evaluations would be useful in substantiating promotion applications either within or outside the Institute.

The scheme proposed initially by the Business School involved a discussion of the data from questionnaires between the staff member and his or her head of department which could be initiated by either party. The end result was to be a mutually agreed, personalised, teaching development program. Not surprisingly, it was this aspect of the scheme which attracted most criticism within the school as it was considered to undermine the professional rights of staff members. A compromise was adopted in which the evaluation was made compulsory, but it was not mandatory to discuss results with a head of department. As a result, there were fewer pangs of conscience involved for the Educational Development Unit.

Student Appraisal of Teaching

A working party was established to develop a computer-based evaluation questionnaire. After some preliminary attempts to develop a questionnaire, it became apparent that the process could be short-circuited if a system which had operated successfully in a comparable institution was adopted.

The Student Appraisal of Teaching (SAT) system developed by the Educational Development Unit at the Western Australian Institute of Technology was assessed as appropriate to the needs of the Business School. SAT was particularly attractive because of its suitability for use with large volumes of data and the simplicity of the reports returned to each staff member.

SAT is a six-item questionnaire which was developed in consultation with WAIT teaching staff. The first five items covered organisation, feedback to students, knowledge of subject material, communication and responsiveness. The sixth item "this instructor compared with others", concerned itself with comparability given the five previous qualities and taking into account the nature and relative difficulty of the unit under consideration. This item allows students to make a judgement in context and across teachers. WAIT reported that the reliability of the questions had been well validated experimentally. Some voluntary effort by staff to evaluate their teaching using SAT has been used by staff as supporting documentation for staff development leave, personal appointments and contract renewals.

A major review of the use of SAT at WAIT was carried

out by Dr Christopher Knapper of the University of Waterloo (Canada) in March 1982. Knapper found that SAT was administered in some units by virtually all candidates for promotion, and this information was used extensively in the deliberations of the divisional promotions committees. Changes in the administration of SAT were recommended, including the preparation of a standard written explanation for issue to students. It was also recommended that SAT should be seen in its proper context as a valuable, but not the sole measure of effective teaching performance. Accordingly, Knapper recommended that the Educational Development Unit at WAIT should continue to develop ways of providing alternative sources of evidence on effective teaching. A copy of Knapper's report was made available to assist in assessing the suitability of SAT for Chisholm.

In adopting SAT for use in the Business School, it was recognised that it would be used for a purpose (professional development) other than for which it was intended (decisions about promotion). This aspect was discussed with Alan Lonsdale, Head of the Educational Development Unit at WAIT, and it was concluded that SAT is suitable to obtain initial feedback for professional development purposes. More detailed questionnaires may be used if SAT indicates areas where improvement is necessary; for example, if SAT gave an instructor a low rating for the item on communication, a teaching evaluation questionnaire could be used for additional feedback.

SAT was first administered in the Business School in first semester 1982. The Faculty Board, which is open to all academic and support staff in the School, evaluated the use of SAT and identified some areas of concern. In particular, it was agreed that questionnaires were distributed too late in the semester for action to be taken. There were some criticisms of the wording of questions which were later used in revising the questionnaire. The Faculty Board supported a continuing program of evaluation based on SAT encompassing all full-time and part-time members of staff. SAT was used by the Business School until the end of first semester 1983 when it was decided to adopt the more comprehensive questionnaires developed by the Chisholm EDU (see below).

Evaluation package

A computer-based evaluation package has been introduced throughout Chisholm. In addition to SAT, staff may elect to use a Teaching Evaluation Questionnaire (TEQ) or a Subject Evaluation Questionnaire (SEQ). The TEQ is a comprehensive questionnaire which complements SAT. Provision is made for the type of teaching to be indicated (tutorial, lecture or class). Staff or students have the option of eliminating items considered irrelevant to a method of teaching. The SEQ is designed to obtain feedback on the effectiveness of the subject as distinct from teaching by an individual. It covers aspects of organisation and assessment, but does not ask for detailed comment on subject content as it is considered that students lack expertise in this area.

There has been an uneven response to the package. Staff in the Business School make use of all three questionnaires and there have been several comprehensive subject evaluations. The Department of Accounting requested a detailed evaluation incorporating SEQ and discussions with staff and students. As a result of this process, it has been recommended that all core subjects in the Bachelor of Business should be evaluated. No other school has been prepared to adopt a systematic approach to evaluation. Staff in the Schools of Computing and Information Systems and Engineering have made extensive use of the evaluation package. The School of Education has developed its own evaluation questionnaires. Details of evaluation procedures in other schools

are not available, but to date, no use has been made of the evaluation package in the Schools of Art and Design and Social and Behavioural Studies.

The effectiveness of the evaluation package will depend on the follow-up which takes place. There is no point in generating a great amount of paper if staff do not take action to review or improve their teaching. Appropriate action could include discussion with peers, the head of department or course leader; attendance at workshops on teaching and learning, or enrolment in a teacher education course. At present data is not available on what follow-up occurs, but it is intended to survey staff in the near future.

The evaluation package is helping to foster awareness of the need to appraise teaching methods. The next stage is to build on recent experience to develop an Institute policy on the use of evaluation in decisions about promotion and tenure. It is desirable to encourage alternative approaches to evaluation, including peer evaluation, self evaluation and discussion methods.

There is no point generating a great amount of paper if staff do not take action to review or improve their teaching.

Strategies

While acknowledging that approaches which work well in one place may not succeed elsewhere, it may be useful to some practitioners to have a review of the strategies used at Chisholm to implement an evaluation system. It must be emphasised that the process of implementation is far from complete and that further developments are contemplated on the lines indicated in the preceding section.

- Persistence was necessary to achieve the introduction of an evaluation package. From 1977, the evaluation of teaching became a high priority for the Educational Development Unit. Materials on evaluation were disseminated to staff, submissions were made to School Boards and seminars were held.

Appraisal of academic staff

There are some important differences between WAIT and Chisholm in the origin and purposes of teaching appraisal procedures. The Student Appraisal of Teaching (SAT) system at WAIT was developed and introduced in 1980-1981, primarily to assist promotions committees to determine the quality of a staff member's performance in the teaching role. As such, the main purpose of the instrument was summative, rather than formative. Accordingly, as Charles Noble has indicated, the instrument is quite simple, easy to administer and analyse, and consists of only six items. Only limited feedback is obtained which may be used in a diagnostic sense. However, since the introduction of the system some interesting developments have occurred.

The first of these is that a considerable number of staff (perhaps 30 or 40 per cent of those using the system) are seeking feedback through SAT but are not intending to apply for promotion. Many are limited-term staff who are not eligible for promotion. Given that only a small amount of diagnostic information is available (primarily through

- Incrementalism was an important strategy. It was accepted that it was unlikely that the Institute would adopt a policy supporting the evaluation of teaching. The more limited goal of raising the awareness of staff of the desirability of evaluation was adopted.

- Senior administrators were lobbied about the need to encourage evaluation. This aspect was especially important in introducing the SAT system in 1982.

- Evaluation materials were substantially re-developed in 1982-83 and a computer-based package was introduced. Recently, details of the package were mailed personally to all members of staff.

- There was an element of opportunism. A decision by the David Syme Business School to introduce compulsory evaluation of teaching provided the opportunity for the EDU to step-up its evaluation efforts. The EDU always insisted that evaluation of teaching should be a voluntary process. In introducing a compulsory system within the Business School, the possibility existed that the professional trust of staff in the EDU would be undermined. This has not happened because the results of evaluation are confidential to the staff member. The Business School Faculty Board fully supports compulsory evaluation and there have been only minor concerns about the operation of the scheme.

- Inter-institutional co-operation tends to be a neglected strategy in educational development. SAT has its limitations, but so does any questionnaire. The fact that it had been tested in an Institute similar in many respects to Chisholm was a major advantage.

Charles Noble,
Chisholm Institute of Technology.

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open-ended questions) this is an interesting development. Some staff may be using the instrument simply to obtain personal reinforcement; others are using it as a first step in collecting information, which may be followed by other measures such as detailed diagnostic questionnaires or discussions. It is apparent that the climate within the Institute has progressively changed such that the notion of evaluation, at least by students, is becoming more acceptable.

Of particular significance is another development which has occurred in the past two years. Individual staff, heads of schools and promotions committees indicated that, while SAT was of some value in assisting in judgements about the quality of teaching, it was certainly not presenting the full picture. The recognition progressively grew that students are able to make valid judgements concerning their direct experiences both within and outside the classroom relating to their interaction with the teacher. Indeed, they are the people best equipped to make such judgements. However, it is now also recognised

that there are many matters which affect the quality of teaching concerning which students are not able to make judgements; for example, the quality of teaching materials, the long-term value of the content, the quality of assignments, or the appropriateness of the standards demanded. The need for some systematic method of providing these additional judgements was identified and peer appraisal was suggested as a means of achieving this. As a result, the Educational Development Unit at WAIT was requested to develop procedures for the peer appraisal of teaching.

An important additional purpose of peer appraisal was to provide moderation of the SAT information. We have found that the interpretation of SAT data is not an easy task — there is evidence that the context in which teaching occurs can be an important variable in student judgements. For example, it appears to be easier to obtain higher ratings in small classes compared with large classes, or in post-graduate units compared with undergraduate units, or in core units rather than units perceived by students to be somewhat peripheral (e.g. statistics for health science students). Professional colleagues who are closer to the point of action are able to assist the interpretation of SAT information; this moderation can provide more constructive and helpful information to promotion committees. It can also assist the staff member to better assess the value of the information for formative purposes.

It is apparent that the climate within the Institute has progressively changed such that the notion of evaluation, at least by students, is becoming more acceptable.

Following the initial development of procedures for the peer appraisal of teaching, the Institute determined that, in addition, the procedures would also be applied to the peer appraisal of scholarship and institutional leadership. (Teaching, scholarship and leadership are three of the four performance areas considered by promotions committees.)

Following a considerable amount of developmental work, peer appraisal procedures for those three areas have now

been developed and are in the process of being implemented for the first time. In brief, the system centres on a peer appraisal panel of three persons selected by the appropriate Head of School from five colleagues nominated by a member of staff. The members of the panel independently review the performance of the staff member using standardised forms and report through the Head of School to the staff member. The process is initiated by the staff member, and no copies of the report are provided to anyone other than the member of staff. The peer reviewers provide (a) ratings of performance, within each of the areas of teaching, leadership and scholarship, and (b) open-ended comments. The open-ended comments are particularly important as they will hopefully provide a means of giving more detailed feedback to staff concerning their performance and will elicit suggestions aimed at enhancing future performance, or which indicate possible professional development avenues. The intent therefore is to use peer appraisal for both formative and summative purposes. Whether these two purposes can coexist remains to be seen. It is clear however that staff themselves would like to see this type of approach rather than one which appeared to be simply an institutional "checking up".

As Charles Noble indicates in the previous article, teaching — and academic work in general — is essentially a private activity. Collecting student feedback and making this information available to others (such as a Head of School or promotions committee) is threatening; exposing one's work to peers in a systematic manner is far more so. For such a procedure to work, there needs to be an open, supportive and collegial climate. It is obvious that there must also be very extensive consultation and involvement with academic staff in the development and introduction of new procedures. At the time of writing we at WAIT are particularly sensitive to these two issues. Whether the appropriate climate exists and whether sufficient consultation has occurred remains to be seen; certainly, many staff are, in a responsible manner, raising concerns about the new procedures. The Institute intends that the procedures will be implemented during the latter part of 1983 and carefully evaluated. No doubt many important lessons will be learned in the coming months.

Alan Lonsdale,
Western Australian Institute of Technology.

(From page 11)

Whenever appropriate, individuals charged with the ultimate decision-making which results from the evaluation will also be asked to review the questionnaires in conjunction with the team.

Finally, it is worth returning briefly to the matter of complexity. We have already referred to the formidable amounts of data that will need to be gathered and to the complexity of evaluating an institution such as a TAFE College. Added to this is the need for careful planning of the whole evaluative process together with a commitment to use the results and to work out strategies by which this will be done. Equally important are the people-related issues such as leadership and the sensitive use of human resources. All these factors underscore the complicated nature of the endeavour.

We see our persuasion about the evaluation of a TAFE College as workable, even promising, but we would not want anybody to underestimate the magnitude of the task. Such a project should not be undertaken without a strong commitment from people at all levels involved.

Peter Thomson,
TAFE National Centre for
Research and Development.

Note

- 1 Sighted by the author in a pamphlet on a program evaluation issued by the US Agency for International Development. The wording might not be exact but the message is there.

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- South Australia (1982), *Education and Change in South Australia, The Report of the Committee of Enquiry into Education in South Australia (Keeves Report)*. The report contained a large number of recommendations for changes in the TAFE area as well as a blanket recommendation for periodic evaluations of the system, (R13.1).

REVIEWS

Evaluating Instructional Technology. Christopher Kay Knapper, (New patterns of learning series, ed. P.J. Hills), London: Croom Helm, 1980, 163pp. ISBN 0-470-26994-4, \$39.50. (Available from Cambridge University Press (Aust.), Box 91, Albert Park, Victoria 3206).

This book aims "to provide a primer on evaluation for those involved in instructional technology, or for those who wish to be in a position to assess the evidence for the effectiveness of such instructional systems".

Although the author states quite early that the same principles apply whether one is evaluating instructional technology or anything else, he also says that it is necessary to pay some attention to the type of instruction. Accordingly the first chapter (a quarter of the book) is devoted to a discussion of the familiar types of instructional technology: individualised instruction (programmed instruction, personalised instruction, audio tutorials and computer-aided learning), distance education (written, audio and visual materials and satellite communication) and simulations. Although this part of the book gives a reasonable item-by-item summary of instructional technology, the complete lack of references would prove frustrating to anyone new to the area and interested in following up any of the methods summarised.

The second chapter is devoted to evaluation in general. It starts by defining evaluation ("assigning a value to something, appraising its worth") and then discusses the need for evaluation, the use of aims and objectives, and the distinction between formative and summative evaluation. However there is confusion between *evaluation* (of courses, teaching, programmes, etc) and *assessment* (evaluation of students). Although aspects of assessment might reasonably contribute to evaluation of courses, teaching or programmes, the terms are quite different. The two are used interchangeably in parts of this chapter, and also occasionally in other parts of the book.

Experimental and quasi-experimental methods of evaluation are discussed at some length, concentrating on the measurement of learning outcomes. Unfortunately, the chapter which discusses methodology is almost entirely confined to these methods, with a brief mention of costs, time and efficiency. There is little on other important possibly sources of information for evaluation: observations on the processes of learning, students' opinions on aspects of the instruction or learning resources, information from other teaching staff, etc. There is also very little on the trialling of instructional materials. Although trialling is mentioned in several places the emphasis throughout the book is on summative evaluation. As trialling is an extremely important facet of the design and evaluation of instructional technology this is an important omission.

The inclusion of four case studies in evaluation helps to illuminate a number of issues raised in the earlier chapters. Each case study is presented in the form: focus/method/results/critique, and is described in two to four pages. Writing illustrative case studies is quite difficult: they need to be kept as brief as possible but all essential elements must be covered and it is necessary that the critique only refers to aspects of the evaluation which are described. These case studies are useful illustrations of different ways in which programmes can be evaluated, and although three of them concentrate on

experimental methods there is a healthy mixture of other methods. Their brevity leads one to thirst for a few more details, and it is a pity that no references are given to published work on them.

The last chapters are designed to give an overview and critique of the area and to draw some conclusions on future developments, and the book finishes with an annotated bibliography. Any bibliography containing forty references across the areas of instructional technology, distance education, student assessment and course and programme evaluation must be incomplete: any reviewer can suggest a dozen references that should have been included instead of some that were, although the suggestions would of course be different! That aside, the annotations are concisely written and useful.

One of the more disappointing aspects is that the book does not fulfil the promise of its title. It describes aspects of instructional technology. It discusses evaluation. But nowhere (except briefly in the case studies) are the various methods of evaluation related to the context of individual instructional technologies.

Evaluating Instructional Technology is written to be a primer on the subject, and it contains much useful information. But for whom? The editor of the series in which this book appears claims a particularly ambitious audience: "... all educators, trainers and administrators in higher, further and continuing education". However, the book falls between a number of audiences, partly because of its dual focus: instructional media and evaluation. Educators, administrators, students and others interested in instructional technology are already served by the many books on that topic; those interested in evaluation might wish for a more complete treatment of certain aspects; novice instructional designers would need topics treated in more depth, with references supplied; and practising teachers would wish for some guidelines on how to carry out evaluation of instructional technology.

Rod McDonald,
Murdoch University.

Designing Instructional Systems, A.J. Romiszowski. London. Kogan Page, 1981. 415 pp. ISBN 0-85038-223-8. Distributed in Australia by Pitman Publishing, Carlton.

This is a book which will interest professionals engaged in course planning and instructional design in education and training. As the title indicates it is based on a systems approach to such activities. However, for Romiszowski, this does not mean presenting a linear flow-chart of steps to be followed. Indeed he includes a critique of such models of course design, which he claims give an ineffective and somewhat misleading explanation of the systems approach. He conceives of course design as problem solving which involves "a lot of jumping forward based on sudden insights, and feeding back to complete or alter earlier steps". In this way analysis, synthesis and evaluation are seen as activities which should be carried out at all stages in the process of design, rather than in the type of sequence implied by linear flow charts.

Romiszowski sums up his approach as "heuristic" in contrast to the more common "algorithmic" systems approaches.

Given this basis, the book is an attempt to outline theories and principles, supported by practical examples to assist course designers to find intelligent and creative solutions to design problems. It is not intended to be read from cover to cover and is organised in three parts to allow ready access to particular topics of interest. Each part begins with a summary of its contents and includes an overview of the relevant theories from the educational literature. The preface also contains a chart of the parts and their sections to guide readers in plotting their own routes to suit their needs and interests.

Some sections are of particular interest, such as that on skills training (Chapters 11 and 12), where Romiszowski argues for a fourth domain of learning — the interactive skills necessary for dealing with others. He also argues for more emphasis on the planning element in the skills cycle for psychomotor performance. This planning element constitutes the skills of decision-making "which complement any manual or perceptual skills that a man must have and renders him versatile perhaps even creative". This is a section well worth the consideration of anyone working in the trade teaching area where as he puts it "the aesthetic / artistic / economic - use - of material etc distinguish those craftsmen who have well-developed planning skills from those who have not", this holds whether it be wallpapering, bricklaying or plumbing.

Romiszowski's use of circles divided into subdivisions instead of conventional flow-chart diagrams, are visual cues to his intention to give "heuristics" rather than "recipes". As diagrams they indicate both the complexity and the inter-relatedness of the components, and emphasise that they must be considered as parts of a whole rather than as procedural steps.

This book contains so much that it is rather overwhelming and might best be considered as a resource to be used for particular purposes. Some of the diagrams are so complicated that rather than serving to clarify they may put off the reader. While most readers will find something to interest them in this book, the main audience is likely to be those involved in training or technical education.

Margot Pearson,
NSW Department of TAFE.

Assessing Students, Appraising Teaching, John C. Clift and Bradford W. Imrie. London: Croom Helm, 1981. 176 pp. ISBN 0-7099-0230-1. Hard-cover, \$21.95.

The concluding paragraph of this book summarises its purpose admirably:

In this book, we have discussed assessment of student learning and appraisal of teaching as two principal and complementary professional responsibilities of each teacher in higher, further and continuing education. Autonomy does not mean freedom from appraisal. On the contrary, our accountability for assessing the outcome of student learning in our courses is no less a responsibility for appraising those courses and our performance.

This book presents an interesting and informative approach to combining a discussion of two areas of considerable importance to teachers in higher and further

education, areas which are usually the subject of separate publications. At first, as I read the book, I wondered whether the combination would work. It does. This is because, at least for a substantial proportion of the book, an important integrating theme is the role of appraisal — whether this is of student learning or of teaching — in assisting the student to learn more effectively and the teacher to teach more effectively. Each is complementary to the other.

This is a modest book, consisting of 158 pages of text together with an appendix, bibliography, suggestions for further reading and a useful index. It does not pretend to be a theoretical or strongly research-based treatise; rather, it is a down-to-earth and practical guide to the teacher, which was obviously born out of the experiences of the authors in advising and working with teachers in higher and further education. It draws heavily on common-sense and on procedures which have been found to work by practising teachers.

The first five chapters deal with the assessment of student learning. Chapter 1 discusses the purposes of student assessment and the questions: what should be assessed?; when should assessment be carried out?; what procedures provide the most reliable and valid assessment? While setting the scene for the following chapters, this important first chapter tended to be somewhat fragmentary; the underlying and integrating themes could have been drawn out more positively. It also needed to indicate more clearly the authors' position on many of the issues raised (for example, concerning criterion and norm-referenced measurement, and in-course or continuous assessment) to assist the reader's resolution of these issues.

I was troubled by the section on validity and reliability. These are very important concepts in any discussion on student assessment and care is needed in explaining their meaning. A rather loose definition of content validity is provided: "How fair a measure it (the assessment procedure) is of a student's progress". Then follows the statement: "The criterion related validity of assessment scores should be checked by comparing the student's performance in the assessment task against their performance in a criterion task". I wonder how realistic this is in higher education and how often it is actually done. The authors illustrate this suggestion by proposing that where both in-course assessment and a terminal examination are used, the validity of the in-course assessment may be determined by relating student performance on the in-course assessment to that on the terminal examination. This discussion is really quite confusing. In-course examinations and terminal examinations may be used for quite different purposes, or may be assessing quite different aspects of a course. Further, what happens if there is a discrepancy between the two — which is more valid?

The first chapter emphasises the importance of planning the assessment program for a course, and the second chapter very briefly takes this theme further and seeks to suggest how planning might be done. Chapter 3 is a practical review of the various forms of assessment available. In addition to describing a range of assessment procedures (closed-book examinations, open-book examinations, pre-published examinations, take-home examinations, project work, oral examinations and practical work), criticisms and comments on each have been brought together to enable the reader to assess advantages and disadvantages. The practical advice given in this chapter concerning the setting and marking of student projects or assignments, and that in Chapter 5 relating to the provision of feedback to students through marking and reporting, is particularly useful. Many of us could study and apply with profit these ideas in our day-to-day teaching.

It would have been useful to have made a clearer

distinction in this section between the different purposes of assignments. Is the primary purpose to assist the learning process (students learn by doing) or to test the student's ability to carry out this type of task? Should we be assessing the processes undergone by the student in arriving at the required level of performance (through, for example, working through an assignment) or should we be assessing them when they get there? The distinction is, I believe, of great importance and tends to be overlooked, particularly in institutions where continuous or in-course assessment is heavily used.

Chapter 4 deals with question types and, in a brief but useful discussion, covers essay questions and the range of objective questions available. Many examples are provided to illustrate different types of item and, as these are often drawn from tests and examinations actually used by teachers, they have an immediacy and relevance which is appealing. However, some of the examples display faults which one would not expect to see in model test items.

The final two chapters are devoted to the appraisal of teaching. For me, this section of the book was by far the most important. It collects together many constructive and practical ideas which are otherwise not readily available.

The focus is on course appraisal — with a view to improving the quality of the course. Also emphasised are means whereby teachers may conduct their own on-going appraisals, without (or with limited assistance from) outside agencies. Accordingly, the book presents a range of relatively informal procedures including self-critiques, check lists, analyses of student note-taking and other unobtrusive procedures, and colleague observation and discussion. Of particular value are the case studies describing how groups of staff, in an open, supportive and collegial manner, may review each other's teaching.

The final chapter deals specifically with student participation in course appraisal. The importance of the collection and analysis of pre-course information is stressed, and there are many helpful ideas in this section. In discussing student appraisals during a course, the authors emphasise the importance of collecting information at a time which enables change and improvement. Various procedures are described, including discussion techniques (this section has real value; I would like to have seen even more guidelines here), student advisory groups and questionnaires. Of particular value is the suggestion that an evaluation may consist of several phases, for example, the initial use of a brief questionnaire, followed by discussions with students to explore their views in greater depth. Also helpful is the description of the "questionnaire based discussion" procedure — a modification of the nominal group technique which is a rapid, informal but informative means of obtaining feedback in class sessions.

At the general level, the format and layout are somewhat distracting (as is the quality of the paper, which is rough and uncomfortable to the touch). The text is frequently interrupted by case studies and figures in boxes, and some sections within tables or lists are unfortunately carried forward to the next page in a disjointed manner (for example, on pages 42 to 43, 45 to 46, 69 to 70). On various occasions the text adopts a style in which "key words" are highlighted in the margin. Apart from consuming a considerable amount of space, I am not sure what purpose this device serves.

Despite the criticisms, which are minor, this book is strongly recommended. Its real value lies in the bringing together of student assessment and the appraisal of courses and teaching, in a discussion which is down-to-earth, related directly to higher and further education, and illustrated with practical examples drawn from that

field. It should be a most useful source of ideas for the practising teacher.

Alan Lonsdale,
Western Australian Institute of Technology.

Towards the Community University, (Ed) David C.B. Teather (Kogan Page, London, 1982), ISBN 85038-496-6. \$38.95 Aust. Available from Pitman Publishing Company.

This is a commendable book. Every chapter is thought-provoking, in the sense of inviting the reader to wonder about whether a similar program to the one being described would work in one's own environment and what would be the problems of getting it started. One's initial reactions to these questions may be, in several instances, "no" and "insurmountable"; but that doesn't detract from the pleasure of reading about the innovative successes which others have achieved in their universities.

The potential reader ought to note the book's subtitle, "Case Studies of Innovation and Community Services" before embarking on it. If you are looking for an extended analysis of the roles of universities vis-a-vis their surrounding communities, now and in the future, this is not the place to find it. Nor, it should be said, will you find case studies from the industrialised countries of continental Europe, or from the developing countries. To say this is not to criticise the book for its limited focus on a few universities in the U.K., New Zealand, Australia and North America; it is more of a comment that reading the book leads to a realisation that this corner of the field of comparative education studies is relatively unexplored and is likely to provide a fascinating area for research.

To return to what is in the book . . . the theme of the brief introductory chapter, by the editor, is set by his opening sentence,

"How best to employ their resources for the public good is a key question for universities today . . ."

Teather takes the sensible approach of not only discussing the ". . . [pressures] on universities to use their existing resources in new ways", but also exploring the nature of university decision-making processes and of "attitudes and orientations of academics". An understanding of these factors is, of course, crucial to any discussion of how universities are likely to react to proposals — from within and from without — that they should undertake even minor re-allocations of resources in the interests of "the public good".

Then follow the case-studies. HERDSA members will recognise — and, I think, enjoy re-reading in this context — some of the material presented by Rod McDonald and Susan Knights in their description of mature-age students at Murdoch University. Theirs is an interesting account of bridges which *can* be built between prescribed studies and self-directed learning, between mechanical and individualised admission procedures and between the interests of mature-age and young students. Also familiar to some Australian readers will be parts of Derek Broadbent's account of the UNSW radio and television courses, his advocacy of the virtues of "narrowcasting" — of catering for the needs of relatively small, specialist audiences without using sophisticated and costly production facilities required to reach, for example, the "acceptable standards" of TV as an entertainment medium.

A project which presents some major challenges to the conventional roles of teacher and student in higher education, is the School for Independent Study at North East London Polytechnic (NELP).

Here, a whole program has evolved around the principle:

"... to design courses to cater for the needs of prospective students rather than to seek students to fit courses that NELP would like to run."

This chapter, apart from providing a lively account of courses, has the advantage of highlighting the difficulties of initiating a significant innovation, even in a brand-new institution. The key role of a committed senior administrator (perhaps even the very need for the existence of such a person, to have any chance of success) comes through. The chapter also points to the great difficulties of evaluating alternative programs, particularly if the criteria for success — which determine the evidence that ought to be collected from the outset — are not initially established.

Two large-scale North American programs with relatively long histories are described — the Centre for Continuing Education (CCE) at the University of British Columbia and the state-wide Educational Television Network (ETN) of the University of Wisconsin. Both of these chapters suggest potential growth areas in Australia. How many Australian Centres or Departments of Continuing Education, for example, have twice as many registrations per annum as the number of degree enrolments of their universities? And the telephone is an (almost) unused educational medium in this country.

The other chapter on external studies, describing the Massey University Centre for University Extramural Studies, illustrates a sensible choice of appropriate

technologies for its audience size. It also stresses a factor which emerges (at least implicitly) as a common strand in many chapters; the importance of being entrepreneurial and opportunistic, of being aware of the operation of market forces in the educational arena and the need to understand them, even when one is operating within a conventional educational network. The last chapter provides a delightful account of university-community interaction in the production of the York Cycle of Mystery Plays at the University of Leeds, where the spin-off effects between the university and the city went much further than the great success of the project itself.

Finally, one must mention the four chapters on research and consultancy. Among these are two which are of particular significance in the Australian context, describing Loughborough Consultants Ltd. and a business development consultancy service at the University of Otago. This form of interaction, between universities and colleges and the industrial/business community is rapidly growing in Australia. ATICCA, the Australian Tertiary Institutions Consulting Companies Association, started with five members, eight years ago, and now has 25 members. The histories of the two organisations described in these chapters provide food for thought about the strategies for promoting such research and consultancy services and about their relationships with their parent universities.

Overall, then, a book with limited, but most important objectives, which it achieves — and does so with a style which readily engages the reader's attention.

Jack McDonell,
Monash University.

Conferences

The Deakin Study Skills Conference

Theme Language and Learning at Tertiary Level

Place Deakin University, Geelong

Dates 15 — 18 May 1984

Information Mrs Rosalind S. Meyer, Language and Learning Conference, Deakin University, Victoria 3217.

Sixth International Conference on Higher Education

Theme Aims and Processes in the Electronic Age

Place University of Lancaster

Dates 28 — 31 August 1984

Information Dai Hounsell, Sixth International Conference on Higher Education, Cartmel College, University of Lancaster, Lancaster LA 1 4YL, UK.

Annual Conference of the Society for Research into Higher Education

Theme Education for the Professions

Place Imperial College, London

Dates 17 — 19 December 1984

Information Mr Rowland Eustace, SRHE 1984 Conference, SRHE, University of Surrey, Guildford GU2 5XH, Surrey, UK.

Residential Workshop — Working with Adults as Learners

Place University of New England

Dates 29 January — 2 February 1984

Information Department of Continuing Education, University of New England, Armidale, NSW 2351.

ABSTRACTS

HERDSA Abstracts are based on a regular survey of relevant literature. They are intended for use by tertiary teachers, research workers, students, administrators and librarians. The abstracts are classified into the same groups used by the Society for Research into Higher Education in their quarterly publication *Research into higher education abstracts*.

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HERDSA is most grateful to its abstractors and the co-operation of the editors of a number of journals abstracted in this issue. The *Abstracts* are edited by Robert Cannon, Director, Advisory Centre for University Education, the University of Adelaide, Adelaide, S.A. 5000.

Note: Authors or editors who would like abstracts of articles, books or monographs to be included are invited to send a copy of their work, together with an abstract, to the *Abstracts* editor.

A GENERAL

Pawsey, M. **A letter from the United States — views on current items and trends in the area of physical plant facilities, management and operations.** *Journal of Tertiary Educational Administration*, 5, 1, May 1983: 29-32.

M. Pawsey, the controller (Buildings) at the University of Melbourne, visited universities and colleges in the United States in 1977 and 1982. He had different impressions of the educational environment on these occasions. "Some of the physical plan programmes, which in 1977 seemed impressive and imaginative are less impressive in the cold light of 1982. Closer examination shows that in several cases, although not all, those programmes gave an impression of detailed examination and thorough implementation which was incorrect. Frequently, these projects have not been thoroughly executed". According to him, his impressions from 1977 need to be revised. A number of programmes and initiatives undertaken at the University of Melbourne and followed by other Australian universities in recent years have proved as advanced as comparable work in the United States, although other initiatives occurring there are worth learning from.

(NTAN)

Tribe, D.E. **Patterns and problems in development assistance for higher education.** *Journal of Tertiary Educational Administration*, 5, 1, May 1983: 43-52.

The aims of this paper are three fold: to review briefly the world scope of development assistance contributed by Australia; to describe that part of Australia's contribution which assists the development of the tertiary education sector, giving emphasis to the activities of the Australian Universities' International Development Programme (AUIDP); and to refer to one or two administrative issues that occur as a result of expanding development assistance programmes in the tertiary education sector.

(Author abstract)

B SYSTEMS AND INSTITUTIONS

Johnstone, J.N. and Agustiar. **An analysis of the perceptions teaching staff hold towards factors useful for evaluating an institution of higher education.** *Higher Education*, 12, 3, 1983: 215-229.

Efficiency and effectiveness are two important criteria to be incorporated into any evaluation of a higher education institute. Indicators of these features have however been difficult to define. Little work has been reported attempting to determine those characteristics perceived to be important by people involved in higher education. The present study seeks to identify in the Indonesian context certain broad indicators which are seen by teaching staff to be important. The study also assesses whether these indicators refer to the characteristics of the institutions in which the staff are employed. Seven criteria for indicators are identified empirically, these addressing quite disparate features of an institution's environment.

(Journal abstract)

Short, T.O.L. **Central tertiary admissions systems: towards a better understanding.** *Journal of Tertiary Educational Administration*, 5, 1, May 1983: 21-28.

This paper attempts to show that central admissions bodies are usually more than just post offices and that very little thought is given to regulating their development. As a consequence, they may become rather more significant than their masters were first able to anticipate. Most of the factors which determine whether a central admissions body will sustain a high or low profile are within the control of the governing bodies but are never manipulated in accordance with any plan to maximise the interaction of applicants and selectors.

(NTAN)

Smith, B.W. **The international role of Australian institutes of technology.** *Journal of Tertiary Educational Administration*, 5, 1, May 1983: 65-70.

This paper has consciously sought to avoid addressing those admirable international initiatives which are being undertaken by Australian institutes of technology and similar institutions. It has instead sought to suggest that the governing purposes of institutes of technology are distinctive and can lead to a distinctive international contribution. However the emphasis they place on problem solving and co-operative endeavour provides opportunities and problems in the international context which need a carefully thought out and co-ordinated response.

(Author abstract)

Stephens, J. **The Asian Institute of Technology: an experiment in international co-operation.** *Journal of Tertiary Educational Administration*, 5, 1, May 1983: 71-78.

The theme of this paper is international co-operation, a popular concept and one of undeniable importance given the smallness of the world, the speed of communication, and the artificiality of boundaries. The Asian Institute of Technology (AIT) is unique in many respects, especially in its funding base, faculty recruitment, and student enrolment. It is also unique in that for it to survive it must fulfil its objectives. The author states that the AIT model appears to work and that certain initiatives could be of relevance to other institutions, including those in Australia.

(Author abstract)

Williams, G. **Critical issues that face tertiary education institutions and administrators.** *Journal of Tertiary Educational Administration*, 5, 1, May 1983: 33-41.

Higher education can be seen as the interplay of the activities of students, staff, institutions, taxpayers, government, employers and anybody with an interest in intellectual, ethical and cultural life. Policy recommendations from any of these groups or of subsidiary groups or individuals within them overlap to a considerable extent; but they also show substantial differences. There are good and obvious reasons why, for example, the

interests of academic staff and the interests of taxpayers should not always coincide exactly with one another: even long-term policies must represent compromises between the values and interests of these different groups. Long-term policies tend to be the result of precedents established through dealing with a multiplicity of short-term problems. However, the way in which short-term problems are dealt with is constrained by general principles which may often be translated into loosely defined long-term aims. There is a case from time to time for attempting to abstract from all the detailed interactions that which is important for the long-term strategic development of the main components of the system.

(Author abstract)

C TEACHING AND LEARNING

Cannon, R.A. and Markinson, O.F. **Dental education at the University of Adelaide: an evaluation.** Australian Dental Journal, 28, 3, June 1983: 143-148.

Dental students, staff, and practitioners participated in the evaluation of the dental curriculum at the University of Adelaide between 1978 and 1981. The need for curriculum reform was expressed by all three groups, especially with respect to the teaching of basic sciences, some biomedical subjects, behavioural science, and practice management. Dental staff and practitioners have also indicated serious misgivings about the quality of clinical skills of new graduates. Proposals for reform are directed to resolving these and other curriculum problems revealed in the evaluation.

(Author abstract)

Cox, K.R. and Rotem, A. **Developments in medical education: issues and responses.** Health Policy and Education, 3, 1983: 317-328.

The increase in scientific knowledge has led inexorably to the fragmentation of medicine and medical education. Doctors are trained to work and teach *within* their discipline. Managing the process of planning, implementing and evaluating teaching among the disciplines requires knowledge and skills in organisation and management. The tasks are at the levels of the individual teachers, the department and the faculty, and of the committees they generate. The challenge for the individual teacher and of the organisation is to co-ordinate their co-operative activities in the interest of the students and the promotion of health. Since no individual teacher is responsible for the whole organisation, the central responsibility for this centripetal management lies with the Dean.

(Author abstract)

Felletti, G.I. and Sanson-Fisher, R.W. **Measuring tutor ratings in relation to curriculum implementation.** Higher Education, 12, 3, 1983: 145-154.

Greater dependence on students' ratings of their teachers for academic purposes requires a better understanding of the curricular factors likely to influence these ratings. This study examined first-year medical students' evaluation of their tutors in a faculty which has a clearly-defined education philosophy and learning method but different approaches to the implementation of its curricular strands. Students' ratings were higher for tutors who were required to follow specific procedures and tasks in tutorial sessions and more variable for tutors in strands which required no set routines. Caring for students and facilitating their learning were the most important qualities expected of all tutors. It is still not clear which of these qualities are trainable skills. However, their accurate assessment may require regular, intermittent criterion-based observations rather than a single end-of-term rating of perception.

(Journal abstract)

Newble, D.I. and Elmslie, R.G. **A new approach to the final examinations in medicine and surgery.** The Lancet, September 5, 1981: 517-518.

Traditional final-year examination methods have known and serious deficiencies. Their continued use can be partly explained

by the lack of suitable alternative. In a new approach developed by the departments of medicine and surgery at the University of Adelaide multiple-choice examinations are retained to test the students' theoretical knowledge in each discipline. However, an integrated structured examination of clinical competence has replaced the traditional clinical viva-voce examination. The new procedure has proved feasible and has been shown to be more reliable than the traditional approach. Preliminary experience suggests a favourable effect on student learning throughout the final year.

(Author abstract)

Newble, D.I., Hoare, J. and Baxter, A. **Patient management problems: issues of validity.** Medical Education, 16, 1982: 137-142.

Patient management problems (PMP) are being used in medical examinations with increasing frequency. This study investigated the construct validity of a PMP constructed in both written and interview formats. Each test was administered to groups of students of different seniorities and to two groups of doctors, interns and post-interns. The pattern of scores for the different groups was not expected of a valid test of competence. The most competent groups (the post-interns) generally scored less well on the calculated indices than the senior students and interns. These findings were similar for both formats of the test so cueing was not thought to be the major factor.

A comparison of performance on the written and interview (uncued) formats showed that many more options were chosen by all groups tested on the written PMP.

It was concluded that written PMP's cannot yet be regarded as a valid simulation of clinical performance. Although content validity is high this does not appear to be so for construct validity or concurrent validity.

(Modified author abstract)

Ruijter, K. and Utomo, T. **The improvement of higher education in Indonesia: a project approach.** Higher Education, 12, 3, 1983: 273-278.

The authors describe an experiment in improving the teaching of chemical engineering in an Indonesian technological university with the assistance of Dutch counterparts. The project approach used was then applied to other universities and disciplines and became part of general government-sponsored programme aimed at improving the quality of teaching in Indonesian universities generally. The authors claim that practically-oriented projects concerned with the improvement of teaching effectiveness can by dissemination, lead to a general improvement in the quality and quantity of output from universities.

(Journal abstract)

D INFORMATION NETWORKS

E STUDENTS

Beswick, D.G. **The changing student population in Australia from the Seventies to the Eighties.** Journal of Tertiary Educational Administration, 5, 1, May 1983: 5-19.

Students of today are said to be different from those of ten years or so ago. It is a claim largely based on casual observation and the repetition of themes in popular discussion. Certainly there is some evidence of change, but it is the burden of this paper to question its extent and to seek to give some systematic conceptualisation if not explanation of the nature of changes which can be documented.

(Author abstract)

Collis, K.F. and Biggs, J.B. **Matriculation, degree structures, and levels of student thinking.** The Australian Journal of Education, 27, 2, August 1983: 151-163.

The functions of universities and colleges of advanced education (CAEs) are examined with a view to describing the general nature of the demands on knowledge and skill that are sought in each sector. These demands are elucidated in a public language by applying a newly developed evaluation technique, the SOLO Taxonomy, which sets out clearly the level and complexity of thought involved in various levels of tertiary study. A clear rationale for matriculation and degree structure emerges, a rationale which may help to clarify issues where college and university structures are in conflict.

(Journal abstract)

Elsworth, G.R. and Day, N.A. **Eligibility and self-selection: discontinuities in transition to tertiary education in Victoria.** *The Australian Journal of Education*, 27, 1, April 1983: 62-77.

Most studies of transition to tertiary education focus on a single outcome variable: expectations of further study, a dichotomous indicator of participation in college and university, or simply years of further education achieved. In this paper, the authors contend that a more complete analysis of the social and personal factors which determine tertiary participation can be gained by regarding transition as a series of discontinuities in the individual's educational history. If an analysis was to commence with a cohort of Year 12 students, indicators of these discontinuities could include completion of Year 12 application to a college or university, receipt of an offer, self-selection at enrolment and delayed entry.

In a recent published study of college and university applicants in Victoria, the authors used administrative and survey data to develop models of the decision of successful applicants to enrol either full or part-time rather than defer or decline. In this paper the administrative data are used to specify a model which includes two transition variables. The variables identify those who received an offer from a defined cohort of applicants, and those who subsequently took up the offer. This model enables a distinction to be made between factors which affect the student's *eligibility* to enrol and factors that affect subsequent *self-selection* into tertiary education. Group and individual inequalities can therefore be assessed in terms of their total effect on transition and their separate effects on eligibility and self-selection.

(Journal abstract)

Newble, D.I. and Jaeger, K. **The effects of assessments and examinations on the learning of medical students.** *Medical Education*, 17, 1983: 25-31.

This paper describes a situation where an alteration in the final-year assessment scheme led to changes in student learning activities which were the exact opposite of those intended. Students were seen to be spending a disproportionate amount of time studying the theoretical components of the course relative to the practical and clinical aspects. The paramount importance of the assessments and examinations in influencing student learning behaviour led the departments concerned to develop a new clinical examination which more clearly reflected the objectives of the course.

A questionnaire survey was undertaken to determine how the different sections of the final assessment affected the students' approach to studying. The survey showed that the students developed a high regard for the new examination and its validity as a test of clinical competence. The students found that an increase in ward-based learning activities was essential for success in the final examinations. The new clinical examination has thus influenced students' learning and successfully restored the balance of their learning activities between the clinical and theoretical components of the course.

(Modified author abstract)

Watkins, D. **Assessing tertiary study process.** *Human Learning*, 2, 1983: 29-37.

Two studies are reported which generally support the validity of the "Approaches to Studying" inventory and the meaning/reproducing/achieving model of the study process complex. Some doubts are raised, however, as to the nature of the inter-relationships between styles of learning and their role in academic success. This research once again demonstrates that it is the younger students who are most in need of study

methods counselling, and questions the effort currently being placed on devising teaching methods for adult learners. The need for longitudinal research if the development of tertiary study processes are to be understood is also emphasised.

(Author abstract)

Watkins, D. **Depth of processing and the quality of learning outcomes.** *Instructional Science*, 12, 1983: 49-58.

Problems associated with earlier research on the relationship between depth of processing and quality of learning outcomes are first discussed. An interview study with 60 second-year tertiary students which supports the hypothesis that depth of processing is related to the quality of learning outcomes, is then presented.

(Author abstract)

F STAFF

Cannon, R.A. **The professional development of Australian university teachers: an act of faith?** *Higher Education*, 12, 1, January 1983: 19-33.

Teaching is the major professional activity of academic staff in Australian universities. Much disquiet about the quality of this teaching has been expressed by governments, committees of enquiry, students and by academics. There have been several attempts to improve the quality of university teaching, all of which have been considerable acts of faith. The persistence of disquiet, however, suggests that past efforts to improve the quality of university teaching have not been completely successful.

An analysis of universities as organisations, of the characteristics of academic staff, and of the change process in universities leads to a number of conclusions about why past attempts to improve teaching may not have been as successful as hoped.

First, the problem of improving teaching is extraordinarily complex. Complexity is inherent in the organisational character of universities and in the characteristics of academic staff and their work. Second, the attempts made to deal with the teaching problem are novel: the major responses to improving teaching did not come until the early-mid 1970s. Third, there was — and still is — a weak theoretical and knowledge base for action and, finally, the focus on developing individuals may not have been the best focus for teaching improvement strategies.

(Journal abstract)

Neame, R.L.B. **Academic roles and satisfaction in a problem-based medical curriculum.** *Studies in Higher Education*, 7, 2, 1982: 141-151.

A new Medical Faculty was recently established at the University of Newcastle, New South Wales. The five-year curriculum that it offers has been described as totally integrated, problem-based and community orientated. Student knowledge, understanding and skills are developed through the study of a sequence of clinical problems integrated with appropriate practical and clinical activities. Disciplines contribute material relevant to each problem: they do not offer lecture courses, nor conventional class laboratory exercises, and there is no pre-clinical/clinical division of the course.

Such an innovative curriculum implies different roles for academic staff; it can only be implemented if these changes have their support. This paper outlines the philosophy and its implementation with particular reference to the role of disciplines and individual academics. Evidence is presented indicating that this programme has achieved a considerable measure of staff support.

(Journal abstract)

Powell, J.P., Barrett, E. and Shanker, V. **How academics view their work.** *Higher Education*, 12, 3, 1983: 297-313.

Twenty-four members of the academic staff of an Australian university were interviewed in 1979 in order to seek their views

on the ways in which their professional lives were being affected by the current recession in higher education. Their responses have been drawn upon to construct a picture of how this group of university teachers perceive their working environment and their own place within it. The comments cluster around seven topics: teaching, students, research, colleagues, career prospects, the university and the quality of academic life. It is concluded that the responses suggest that there is a widening gap between academic ideals and institutional realities and that this will have a strongly negative effect upon the morale of the profession.

(Journal abstract)

Pullman, W.A. *Managing Staff for Excellence*. Armidale, The Institute for Higher Education, The University of New England, 1981. 80 p.

Accepting that a prolonged period of economic restraint is inevitable, higher education institutions must develop vigorous and forward-looking staffing policies to sustain morale and innovation. The danger in abdicating this responsibility is that outside agencies will take over staffing decisions.

(RAC)

ABSTRACTORS

Robert Cannon, The University of Adelaide.
Nguyen thi Anh-Nguyet, The University of New England.

(From page 8)

- What factors determine the language to be used in the report? The format of the report? How can it be made as easy to understand as possible?

Politics

Questions relating to politics formed a part of each exercise, as it is impossible to carry out an evaluation without considering them, and political considerations were also explored using two highly-charged case studies. One key point was that the foundation of a "successful" evaluation ("successful" in that it results in action to remedy any deficiencies identified) is laid very early in any evaluation study. Another was the warning given by Ernest Roe, that should be on every evaluator's desk: "Good faith is not enough!"

A "real-life" exercise

All these exercises, although based on real situations, must by definition have an element of unreality about them. Participants' responses to the questions posed will sometimes be: "It would all depend on the circumstances". To help to counter this, all participants carried out one major exercise firmly rooted in reality: devising a plan for evaluating something in which they were involved. For example, a group of staff from several faculties of Education planned the evaluation of B.Ed. programs; a group of scientists from various disciplines decided to concentrate on planning the evaluation of a course unit in

Physics that one of them taught; another group planned a procedure for the evaluation of teaching performance in the humanities.

Any reflection on these workshops must eventually put aside many fascinating topics — such as how various institutions responded when asked to send "two or three senior people" (a major study in itself!), the inevitable interactions between complacency and impatience, and the large number of anecdotes accumulated over two years of workshops — and address the vital question: Were they any use? This is of course impossible to answer with any direct measurement, but the indirect indications look promising. Certainly there have been two or three people (out of 200) whom we can confidently say did not derive significant benefit; but many of the others have left the workshop with good intentions of carrying out, supervising or encouraging evaluative activities in their own institutions, and many of them have, it seems, turned their ideas into action. It would appear that through the attendance of these people the workshops have helped to make the methods of evaluation more accessible to academic and administrative staff and to help institutions towards a less haphazard, more systematic and more defensible use of evaluation. If this is the case, we will consider our time well spent.

Rod McDonald,
Murdoch University.

(From page 5)

the one that is currently being discussed. Agendas are necessities, but the pragmatic forces that shape them rarely coincide with the logic of systematic evaluation.

Michael Scriven,
University of Western Australia.

Notes

- 1 The crucial question in more carefree times is often some-

thing like, Do we need this in order to be first-rate in this area?

- 2 There is a small literature on the algorithm — or the search for an algorithm — for distributing a fixed budget across competing program demands. The locus classicus is Peter Pyhrr's *Zero Based Budgeting* (Wiley, 1973), but considerable improvements have occurred since. Some of this discussion can be found in *Evaluation News* 1979 et seq. as entries or comments on the first President's Problem (variously described as the apportionment or allocation or distribution problem, but essentially the same as this problem).

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