

IPDET

Handbook

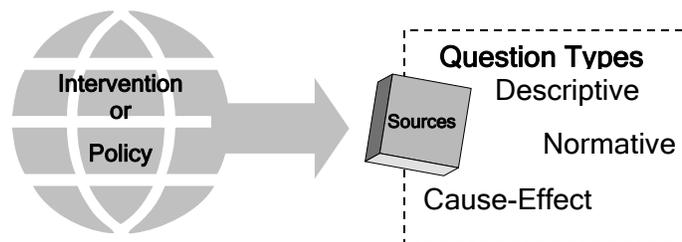
Module 5

Evaluation Questions

Introduction

In this module, you will learn about the different types of evaluation questions you can ask, and when to use each type. You will also learn how to write good questions and how to structure questions for evaluating development particular projects, programs, and policies. Knowing the type of questions you want to ask is important for selecting an appropriate evaluation design that will answer the question. This module has five topics. They are:

- Sources of Questions
- Three Types of Questions
- Identifying and Selecting Questions
- Keys for Writing Good Questions
- Suggestions for Developing Questions.





Learning Objectives

By the end of the module, you should be able to:

- describe sources to use to help write evaluation questions
- describe how to identify and select evaluation questions
- describe descriptive questions for development evaluation
- describe normative questions for development evaluation
- describe cause-effect questions for development evaluation
- determine when to use each type of question for given situations
- write clear and appropriate questions to evaluate a development project, program, or policy.



Key Words

You will find the following key words or phrases in this module. Watch for these and make sure that you understand what they mean and how they are used in the course.

descriptive questions
 normative questions
 cause-effect questions
 logical theory
 time order
 co-variation
 divergent phase
 convergent phase
 elimination of rival explanations



Suggested Reading Assignment

Fitzpatrick, Sanders, & Worthen (2004). *Program Evaluation: Alternative approaches and practical guidelines*. New York: Pearson Education Inc.

- Read Chapter 12: *Identifying and Selecting the Evaluation Questions and Criteria*. pp 232 – 259.



Sources of Questions

Evaluation questions give direction to an evaluation. They are the critical element that helps key individuals and groups improve efforts, make decisions, and provide information to the public. Fitzpatrick, Sanders, and Worthen¹ state that careful reflection and investigation are needed to complete the critical process of identifying and defining the questions to be answered by an evaluation.

Your evaluation questions are the questions you need to ask to learn about the project, program, or policy being evaluated. A frequent problem for writing questions is assuming that everyone involved shares the understanding of the evaluation goals without checking to make sure that this is the case. For example, if your question is "Did the program assist the participants?" – different stakeholders may interpret the term "assist" differently.

It is also important to make sure you define your question in terms that you can measure. This way your criteria for success or failure are clear.

In order to ensure that the evaluator gets diverse viewpoints, Fitzpatrick et al, give the following of list of sources the evaluator should use:

- questions, concerns, and values of stakeholders
- evaluation "models," frameworks, and approaches such as heuristic (trial and error)
- models, findings, or important issues raised in the literature in the field of the program, project, or policy
- professional standards, checklists, guidelines, instruments, or criteria developed or used elsewhere
- views and knowledge of expert consultants
- the evaluator's own professional judgment.

¹ Jody L. Fitzpatrick, James R. Sanders, and Blaine R. Worthen (2004). *Program evaluation: Alternative approaches and practical guidelines*. New York: Pearson Education, Inc. pp 233 -234.



In earlier modules, you learned how to gain an understanding of the program you will evaluate from the views of stakeholders, and what issues were important to them. You also learned about planning and organizing for an evaluation. As a part of your planning and organizing, you learned about trying to understand, as fully as possible, about the evaluation. One of the ways you did this was to develop a program theory and evaluation models to help visualize the relationships of the key elements and help identify the operating assumptions.

As the evaluator, you can use program theory and evaluation models to help you consider areas of focus for the evaluation and educate the stakeholder about the many issues that evaluation can investigate.

The W.K. Kellogg Evaluation Logic Model Development Guide discusses how to use a logic model and/or theory-of-change model to form your evaluation questions:

A clear logic model illustrates the purpose and content of your program and makes it easier to develop meaningful evaluation questions from a variety of program vantage points: context, implementation, and results (which includes outputs, outcomes, and impact).²

Questions should flow from the major assumptions being made in the logic model about how the program will work and what benefits/outcomes will be achieved.

Three Types of Questions

Many possible questions can be considered in planning an evaluation, and these questions can be categorized in different ways. In this module, we will be dividing questions into three categories. They are:

- descriptive questions
- normative questions
- cause-effect questions.

² W.K. Kellogg Evaluation Logic Model Development Guide: available online at <http://www.wkkf.org/pubs/tools/evaluation/pub3669.pdf>



Descriptive Questions

Descriptive questions represent “what is.” They describe aspects of a process, a condition, a set of views and a set of organizational relationships or networks.

The following are characteristics of descriptive questions:

- they seek to understand or describe a program or process
- they provide a “snapshot” of **what is**
- they are straight forward questions, such as:
 - who? what? where? when? how? and how much/many?
- they can be used to describe:
 - inputs, activities and outputs
 - they are frequently used to gather opinions from program clients.

Examples of descriptive questions:



- **Who** receives the program?
- **What** are the characteristics of the program?
- **Where** is the program delivered?
- **When** was the program implemented?
- **How** do the participants feel about the program?
- **How much** did the program cost?
- **How many** women participated in the program?
- **How were** participants selected?
- **How well did participants score** on the final exam?
- **What are** the informal communication channels inside an organization?



Normative Questions

Normative questions compare “what is” to “what should be.” They compare the current situation against a specified target, goal or benchmark. In other words, there is a standard or criterion against which to compare achieved performance.

Normative questions look at *what is* and compare it to *what should be*. Normative questions ask: Are we doing what we are supposed to be doing? Are we hitting our target? Did we accomplish what we said we would accomplish? Normative evaluations questions are similar to those asked in performance auditing.

If you have a target, normative questions can be used to answer questions about inputs and outputs.

What can you do if you cannot find any standards?

Sometimes the evaluator will find that a program has objectives that are clear, but there is no apparent standard for quantifying attainment of the objective. So for example, objectives might be:

- Children in the selected school districts will improve their reading skills.
- The program will increase awareness of HIV-AIDS and prevention methods.
- Micro-enterprises will improve their private sector performance.

What can the evaluator do in such circumstances?

While several options are frequently used, none are without risk of challenge. Typically, the evaluator will work with the program “owners” – those officials responsible administratively for the program or for its implementation. The evaluator might ask:

“What is a reasonable level of performance for this program to attain?”

“Where is the line above which you would deem this program to be successful?”

But a concern is that one group may not “buy” the standards that another group has set. For example, those with oversight responsibility may not agree with the standard proposed by the program implementers. They may argue that the standards have been set too low.

Another approach used is to bring in one or more experts in the particular program area and have them agree on a standard that could be used. A potential criticism is that the standard will reflect the personal biases of the expert. This criticism can be mitigated by using several experts, but in such case, it is important that the expert group be viewed as politically neutral or balanced, and that they have no prior involvement with the specific program.

The weakest and riskiest alternative (to be avoided) is for the evaluator to set the standard him or herself, based on personal experience. In such a situation, the evaluator is only setting him or herself up for accusations of bias or inexperience.



Standards may be found in program authorizing documents such as legislation or governing board approved documents. They may also be specified as targets in results-based management systems. Other sources might be accreditation systems, blue-ribbon panels, or other commissions.

Examples of normative questions



- Did we spend as much as we had budgeted?
- Did we reach our goal of admitting 5,000 students per year?
- Did we vaccinate 80% of children as planned?
- Did we meet our objective of draining 100,000 hectares of land?
- Was the process for selecting participants fair/equitable?

Cause-Effect Questions

Cause-effect questions determine “what difference the intervention makes.” They attempt to measure what has changed because of the intervention.

Cause-effect questions seek to determine the **effects** of a program. They are the “so what” questions.

Cause and effect, or attributional, or outcome questions ask whether the desired results have been achieved as a result of the program. Is it the intervention that has caused the results?

Program outcome models depict the desired **outcomes and impacts** of a particular program.

Outcomes and impacts are often differentiated by a measure of time.

- Outcomes measure more immediate changes.
- Impacts measure changes that occur over a longer (later) period of time.
- Outcome and impact questions imply a comparison of indicators not only before and after the intervention, but with and without it.



Examples of cause-effect questions

- Do program participants have higher skills than others who did not go through the program?
- Do they have better paying jobs than before the program?
- Is the poverty rate reduced as a result of the program?
- Did draining the land result in the anticipated increased crop production?
- Did it increase income for the farmers?
- What other impacts (positive or negative) did this intervention have on the wider community?

Cause-effect questions are frequently difficult to answer. Since many activities are occurring at the same time, it is difficult to demonstrate that the outcomes are solely (or at least primarily) the result of the intervention. When designing studies to answer an outcome or impact question, you need to exercise great care to eliminate other possible explanations for whatever changes you measure.



Example of eliminating other possible explanations

A project to increase crop production in order to reduce poverty has been implemented. You collect data on family income and find that family income has increased after you implemented this project. But, did the project cause the increase or was there something else that was occurring at the same time that really caused the increase in income? Maybe the prices for the particular crops rose dramatically because of shortages caused by droughts in other areas.

Cause-effect questions are about causality: did the intervention cause something to happen?



In order to determine whether there is a causal relationship, you need to have the following:

- A **logic model** or **program theory**: the connection between the intervention and outcomes should make sense. It is logical to expect that training people in agricultural methods would be likely to increase crop production.
- **Time order**: the interventions should come before the outcome. The training should come before we see an increase in crop production.
- **Co-variation**: both the intervention and the outcome should have the ability to change. This means that if we compared people who had the training against those who did not (variation in program participation) we would see whether there were changes in crop production (variation in the amount of crops produced).
- **Elimination of rival explanations**: we need to be able to establish if it is the intervention, rather than other factors that explain the changes we have measured.

While cause-effect questions are more challenging than descriptive and normative questions, all questions have to be clearly defined in measurable ways. All questions require that relevant and accurate data be collected and analyzed. The type of question, the data available, and the amount of time and money will drive the type of design selected. A later module will cover this in more detail.



Examples of questions used to evaluate policy

Example 1

**Policy:**

- Ensure that all children receive preventative health care.

Goal:

- To reduce infant and pre-school child mortality.

Evaluation questions:

- What percent of all children received preventative health care since last year's program inception? (Descriptive question)
- Have the target groups of children been served? (Normative question)
- Have the mortality rates decreased as a result of the program? (Outcome question)

Example 2

Policy

- Ensure that secondary schools teach the knowledge and skills needed in the market.

Goals:

- To ensure that graduates are able to get well-paying skilled jobs.
- To reduce poverty.

Evaluation questions:

- How are secondary schools preparing students for jobs in the local market? (Descriptive question)
- To what extent do secondary schools have knowledge of market needs? (Normative question)
- Are graduates getting better-paid jobs than non-graduates? (Outcome question)
- Are graduates demonstrating longer job tenure than non-graduates? (Impact question)



Examples of questions used to evaluate a program intervention



Example 1

Intervention:

- Family clinics provide free immunization against measles to all children under the age of five in three regions of the country.

Evaluation questions:

- How did the clinics outreach to parents and children? (descriptive question)
- What percent of all children under the age of five in the three regions received immunizations last year? (descriptive question)
- Did the program follow agreed upon procedures to reach the children most at risk? (normative question)
- Has the percent of children contracting measles decreased over the pre-intervention in the three regions as compared with other regions without the program? (outcome question)
- Has there been a decline in child mortality from measles-related complications, as a result of immunization? (outcome question)

Example 2

Intervention

- Three secondary schools within three cities implement a market-based curriculum.

Evaluation Questions:

- How different is the curriculum from that used by non-participating schools? (descriptive question)
- Is the curriculum market-based? (normative question)
- To what extent did graduates of these schools obtain high-paying jobs? (descriptive question)
- What was the percent of the graduates obtain high-paying, skilled jobs as compared to graduates from traditional schools using the traditional curriculum? (impact question)

The questions you choose depend upon the information needs of the evaluation, the amount of time and resources you have, and the accessibility of the information to answer your questions. Note that evaluation questions can be rephrased to change them from one type of question to another. Frequently, questions need rewriting to make them clearer.



Identifying and Selecting Questions

At this point, you may have lists of many, many questions. How do you decide which questions to choose? Cronbach³ suggests using two phases for identifying and selecting questions, the divergent phase and the convergent phase.

In the **divergent phase**, a comprehensive list of potentially important questions and concerns is developed. Few questions are eliminated; many sources are consulted.

Chronbach summarizes the divergent phase of planning an evaluation as follows:

The first step is opening one's mind to questions to be entertained at least briefly as prospects for investigation. This phase constitutes an evaluative act in itself, requiring collection of data, reasoned analysis, and judgment. Very little of this information and analysis is quantitative. The data come from informal conversations, casual observations, and review of extant records. Naturalistic and qualitative methods are particularly suited to this work because, attending to the perceptions of participants and interested parties, they enable the evaluator to identify hopes and fears that may not yet have surfaced as policy issues....

The evaluator should try to see the program through the eyes of the various sectors of the decision-making community, including the professionals who would operate the program if it is adopted and the citizens who are to be served by it. ⁴

There will come a time when no new questions are being generated. At this time, the evaluator should stop and examine the questions obtained, and begin to organize them. Here is where you can use the evaluation frameworks prepared earlier.

Classify each question as it fits into the labels of your model or framework. For example, see Figures 5.1 and 5.2. Figure 5.1 shows the logic model example in Module 4 for a micro-lending program. Figure 5.2 shows an example of a program outcome model for a training program. The information or labels in the boxes can assist in classifying the questions.

³ L. J. Chronbach (1982). Designing evaluations of educational and social programs. San Francisco: Jossey-Bass.. pp 210- 213

⁴ Ibid

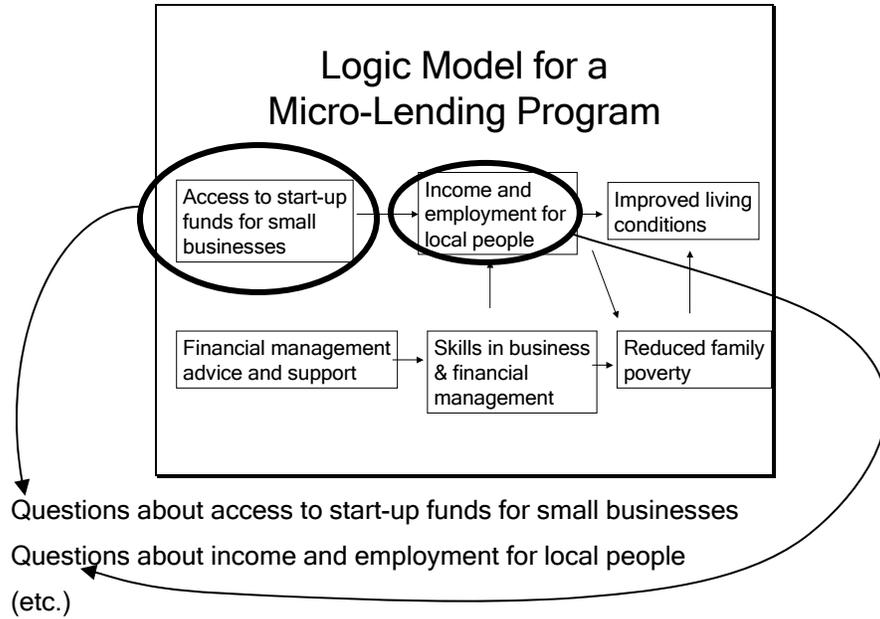


Fig. 5.1: Example of Logic Model for Micro-Lending Program, showing categories of questions generated

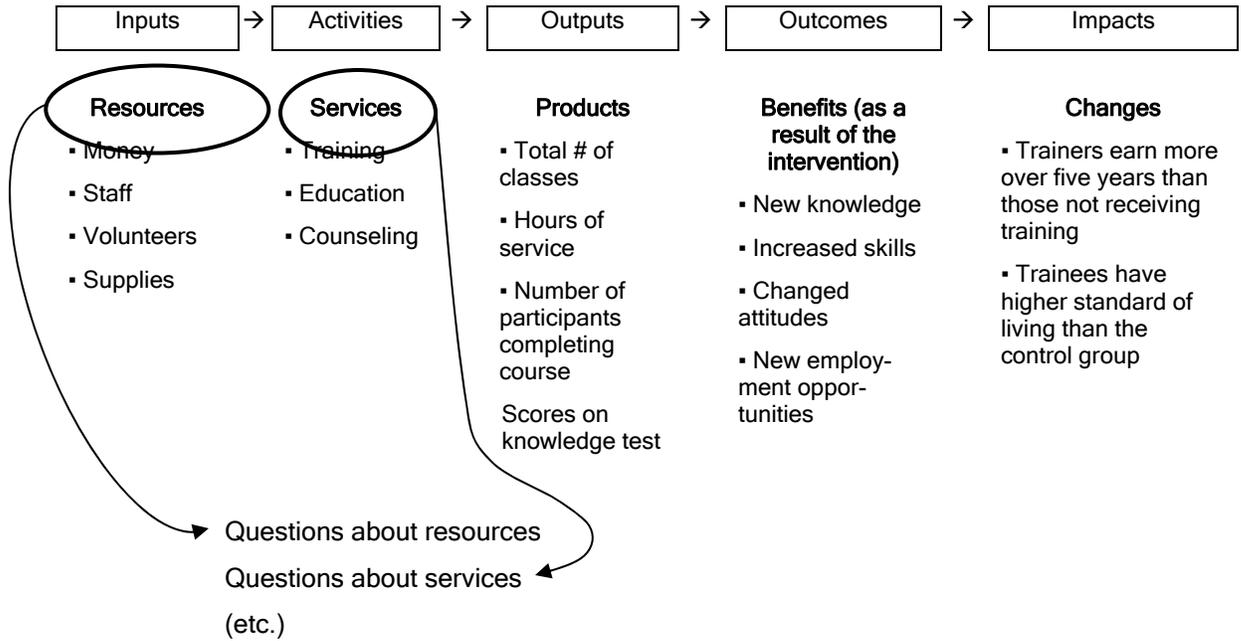


Fig. 5.2: Example of Program Outcome Model for a Training Program, showing categories of questions generated



In the **convergent phase**, evaluator(s) narrow down the list from the divergent phase. The most critical questions are identified during the convergent phase.

Who will decide which questions to choose? According to Fitzpatrick et al,⁵ stakeholders will mostly focus on outcomes. While outcomes are very important, as an evaluator you need to look at the entire model and address inputs, activities, and outputs as well as outcomes and impacts. The evaluator needs to work with stakeholders to select the best questions.

Fitzpatrick et al⁶ propose the following criteria for determining which proposed evaluation questions should be investigated:

- Who would use the information? Who wants to know? Who will be upset if this evaluation question is dropped?
- Would an answer to the question reduce present uncertainty or provide information not now readily available?
- Would the answer to the question yield important information? Have an impact on the course of events?
- Is this question merely of passing interest to someone, or does it focus on critical dimensions or continued interest?
- Would the scope or comprehensiveness of the evaluation be seriously limited if this question were dropped?
- Is it feasible to answer this question, given available financial and human resources, time, methods, and technology?

This list of criteria can be put in a matrix to help the evaluator and client narrow down the original list of questions into a manageable set.

Figure 5.3 shows a form that can be used to rank or select evaluation questions.

⁵ Fitzpatrick, Sanders, and Worthen (2004). *Program evaluation: Alternative approaches and practical guidelines*. New York: Pearson Education Inc.; p 241.

⁶ Ibid, p 247-248.



<i>Would the evaluation question ...?</i>	Evaluation Question # ____						
	1	2	3	4	5	6	7 ...
1	be of interest to key audiences?						
2	reduce present uncertainty?						
3	yield important information?						
4	be of continuing (not fleeting) interest?						
5	be critical to the study's scope and comprehensiveness?						
6	have an impact on the course of events?						
7	be answerable in terms of: - financial and human resources? - time? - available methods and technology?						

Source: Fitzpatrick et al., p 249

Fig. 5.3: Matrix for Ranking and Selecting Evaluation Questions

Some evaluators may prefer to work directly with each question and make notes on each question, identifying those that are most likely candidates for selection.

The evaluator should include the client in the convergent phase. Usually the evaluator and the client will agree on most questions. There may be disagreements about some questions. Since the evaluator and client will be working on the project it is important for them to discuss differences at this early stage of the evaluation. By discussing the selection of questions, the evaluator and client can establish a “shared ownership” or “partnership” that can be valuable during later stages of the evaluation.⁷

⁷ Fitzpatrick, Sanders, and Worthen, Program evaluation: Alternative approaches and practical guidelines, pp 248-250.



Keys for Developing Good Evaluation Questions

Begin by identifying the major issues. You may want to make a list of the issues. Major issues may be identified through your review of program documents and discussions with program stakeholders.



Example list of major issues:

- reduce infant and pre-school child mortality
- introduce better nutrition to mothers through food supplements
- outreach to low-income mothers
- use of food supplements for non-intended purposes
- incidence of early childhood disease

Next, ask the questions that will help you learn if the issues have been affected by the policy or intervention.



Example questions to learn about issues:

- How has the program has been implemented?
- What is the change in child and pre-school mortality rate in the past three years?
- Have the mortality rates decreased?
- What else (e.g., childhood disease) has been going on?

Compound questions are NOT good. It is always better to separate the issues and write separate questions for each issue.



Example of compound question:

- Have the children's diets been adjusted to add more *proteins and fat*?

Example of a compound question separated:

- Have the children's diets been adjusted to add more proteins?
- Have the children's diets been adjusted to add more fats?



Questions about an issue can be addressed using all three question types by adjusting the wording.

Example of key issue:



- Reduce injury and death from land mines.

Examples of question types

- Descriptive: Where are the majority of accidents involving land mines occurring?
- Normative: Did the project reach the goal of eliminating 1,000 land mines in the area in the given time?
- Cause-effect: Has the number of people who have been injured or killed from land mines decreased as a result of the intervention?

Suggestions for Developing Questions

The following is a list of suggestions to help you write better questions.

- There should be a clear link between each evaluation question and the purpose of the study.
- The issues of greatest concern should be addressed by the evaluation questions.
- The questions should be answerable; if not, change the question or acknowledge the limitations.
- Be realistic about the number of questions that can be answered in a single evaluation.
- Focus on the important questions – the ones that must be answered as opposed to those that would be nice to know.
- Lastly, consider the timing of the evaluation relative to the program cycle. Questions about impact are best answered after the intervention has been fully operational for a few years.

The evaluation questions may relate to:

- the overarching policy issue
- a specific policy
- and/or a specific intervention associated with a policy.



For example, if the overall concern (the policy issue) is reducing poverty, a number of policies may be promulgated. Each policy gets translated into actions – interventions designed to achieve specific objectives. Ultimately, if the policy and the interventions are carried out effectively and the theory is correct, then the overall outcomes should be attained. If not, then both the interventions and policy need to be reassessed. One, or both, may need to be changed.

For instance, poverty (an overarching policy issue) is caused and perpetuated by many problems. Policymakers take actions that they believe will reduce poverty, based on what they believe are its most important causes. One policy to address the poverty problem might be to ensure that young unemployed people are given the knowledge and skills necessary to obtain high-wage, skilled jobs. The policymakers' implicit "theory" is that if young people can obtain good paying jobs, poverty will decline. It may also be true that if there are skilled workers available, businesses might choose to locate in this city, thereby creating more employment opportunities. To translate the policy into action, money is appropriated to test a job skills training intervention in three community-based organizations.

Policy questions will focus on overall outcomes:

- Do graduates from the community-based training programs obtain better jobs and higher wages than those who attend other programs for the unemployed (or no program at all)?
- Is poverty reduced over time?

Evaluators charged with assessing the intervention are likely to ask questions about the intervention itself:

- Does it really teach the skills needed by participants, and at the right level?

Ideally, the evaluation would also compare the jobs and wages between graduates of the community-based training programs as compared to those in other programs for the unemployed. If they do not find a difference, it would prompt other questions about program delivery.

- Are they teaching the skills and information required by the marketplace?
- Do businesses know the graduates of this program are better trained?

It might be a theory issue: maybe it is not the lack of skills and knowledge, but a lack of highly skilled jobs in the area. The policy is aimed only at the supply side, when it might be more effective by addressing the demand side as well.



Ev

Hints for Evaluators

- Know your stakeholders; include them as you write evaluation questions.
- Test your questions on others to make sure you are asking the question you want and that it will not be interpreted wrongly.
- There should be a clear link between each evaluation question and the purpose of the study.
- The issues of greatest concern should be addressed by the evaluation questions.
- Focus on the important questions – the ones that must be answered as opposed to those that would be nice to know.
- Be realistic about the number of questions that can be answered in a single evaluation.
- Involve the stakeholders.

Mgr

Hints for Managers of Evaluation

- Review the questions for the evaluation from the standpoint of each of the stakeholders. Make sure the questions meet the stakeholders' needs.
- Take a “big picture” look at the entire project, be sure the evaluator is always focusing on the important questions.
- Involve the stakeholders.



Summary



In this module, you learned about questions for evaluation studies. Review the following list and check those items you can complete. If you cannot, please review the topics covering that information.

- describe sources to use to help write evaluation questions
- describe descriptive questions for development evaluation
- describe normative questions for development evaluation
- describe cause-effect questions for development evaluation
- determine when to use each of the types of questions for given situations
- describe how to identify and select evaluation questions.



Quiz Yourself

Answer the following multiple-choice questions to help test your knowledge of evaluation questions.

You will find the answers to the quiz on the last page of this module.

1. Which of the following is a **description of a normative question**? (Select all that apply.)
 - a. question that looks at what is and compare it to what should be.
 - b. question that seeks to understand or provide a snapshot of what is.
 - c. question that determines that outcomes and impacts of a particular program.
 - d. question that tests the learning on a subject.
2. Which of the following is an example of a **descriptive question**? (Select all that apply.)
 - a. How are the teachers interacting with the pupils?
 - b. What kinds of changes has the addition of standardized testing made to student performance?
 - c. Compared to previous years, what is the increase in pupil performance?
3. **Auditing and monitoring** *typically* use **which types of questions**?
 - a. descriptive and normative
 - b. cause-effect and descriptive
 - c. cause-effect and normative
4. Which of the following **do you need to determine whether there is a causal relationship for cause-effect questions**?
 - a. auditing, monitoring, co-variation, and quality assurance
 - b. time order, auditing, quality assurance, and logical theory
 - c. logical theory, time order, co-variation, and elimination of rival explanations



5. Which of the following is a **description of logical theory**? (Select all that apply.)
- the connection between the intervention and outcomes should make sense
 - the intervention should come before the outcome.
 - we need to be able to establish that it is the intervention, rather than other factors that explain the changes we have measured
 - both the intervention and the outcome should have the ability to change
6. Which of the following is a **description of co-variation**?
- the connection between the intervention and outcomes should make sense
 - the intervention should come before the outcome.
 - we need to be able to establish that it is the intervention, rather than other factors that explain the changes we have measured
 - both the intervention and the outcome should have the ability to change

Reflection



Think back about previous evaluations with which you have been involved.

- Describe the questions you used, and what you would do differently about choosing and writing the questions.
- How did the questions you chose affect the data you gathered?
- How could you have changed the questions you asked to get the information you need in a timely manner?



Application Exercise 5-1

Types of Questions



Instructions:

Please identify whether each of the following questions about a rural women's preventative health initiative are descriptive, normative, or cause-effect questions. Do some questions need to be rewritten to make their type more clear? How would you re-write them to make them clearer? (Answers are at the end of this module.)

This activity is important so that you use the kinds of questions you want and ones for which you will be able to collect data.

1. Did the health initiative provide the required advice, support, and other services to 30 rural women in its first month of operation?
2. Were the services associated with the initiative delivered at a location and time that maximized the number of women who could participate?
3. What are the best methods for reaching women in remote areas and making the program accessible to them?
4. Are health problems among rural women detected earlier among those who participated in the women's health initiative?
5. Since its inception, how many women have received what types of services?
6. How effective is the women's health initiative compared to other interventions for improving the health of rural women?
7. What is the impact of the health initiative on the women, their families, and the wider rural community in which they live?
8. How satisfied are participants with the advice, information, support, and other services they receive?
9. Is the rural women's healthy initiative meeting the required efficiency standards of the government standards?
10. What do participants say are the impacts of the program on them?
11. To what extent did women receiving services meet eligibility requirements?
12. Did the program meet its objective of increasing women's knowledge of preventative health techniques?



Application Exercise 5-3

Modifying Question Types



Instructions:

As you may recall from the instruction, you can reword descriptive, normative, and/or cause-effect questions to one of the other kinds of questions.

Write one of each of the types of questions for each of the following:

1. A program to provide vocational training and job training to young men.

Descriptive:

Normative:

Cause-effect

2. A program to build roads linking three communities to a central market.

Descriptive:

Normative:

Cause-effect

3. A program to improve corporate governance in private sector companies.

Descriptive:

Normative:

Cause-effect



Further Reading and Resources

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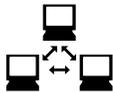
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Answers to Module 5 Quiz Yourself

1. a
2. a, c
3. a
4. c
5. a
6. d

Answers to Application Exercise 5-1

1. N
2. D
3. D
4. C-E
5. D
6. C-E
7. C-E
8. D
9. D
10. D
11. N
12. C-e

 To continue on to this
 **Module's Presentation Slides** click here

 To continue on to the
 **Next Module** click here

 To return to the
 **Table of Contents** click here