AN EXPLORATION OF THE FACTORS THAT INFLUENCE PARTICIPANT SELECTION IN PARTICIPATORY EVALUATION

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ABSTRACT

Although interest in participatory evaluation continues to grow, most of the literature about it focuses on outcomes of participatory evaluations and facilitating stakeholder participation. A gap exists in our knowledge about participatory evaluation methodology, specifically in how and why people are selected to co-evaluate programs. This study examines participant selection in participatory evaluation, which for the purposes of the study includes pragmatic, utilization, empowerment, and transformative forms of evaluation.

The study's findings, based on individual interviews with 16 practicing evaluators in the United States and Canada, indicate that the rationale for stakeholder participation and program context influenced stakeholder selection. Stakeholder selection was motivated by multiple, rather than single rationales for participatory evaluation. Cases with pragmatic rationales, including improved data or evaluation processes and increased evaluation utilization, were more likely to restrict stakeholder selection to program staff, managers, evaluation clients, and program funders. Cases with values-based rationales, which included empowerment or transformative goals, were more likely to include program beneficiaries and community members on evaluation teams.

In spite of these general patterns, variability in evaluation team composition among cases with identical rationales indicates that program context also influenced stakeholder relevance. Nine context factors were found to influence stakeholder selection in this study. They are: 1) the evaluator's values, experience, and substantive knowledge; 2) characteristics of program stakeholders; 3) public perception of program effectiveness; 4) social and professional networks; 5) program characteristics including the number and location of program sites; 6) program type; 7) program goals; 8) program culture or climate; and 9) time and financial resources available for the evaluation.
Stakeholders play an essential role in participatory evaluation since individuals who participate in the evaluation influence all evaluation activities and outcomes. The study was conducted in the hope that evaluation practitioners and the evaluation research community will benefit from this examination of the participant selection practices in diverse settings.

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CHAPTER 1
INTRODUCTION

Participatory evaluation has come to mean so many different things to evaluation practitioners, researchers, and clients that the term and concept risk becoming meaningless. In its broadest sense, participatory evaluation describes evaluations in which stakeholders work collaboratively with evaluators (Rodriguez-Campos, 2005). The American Evaluation Association's (AEA) Program Evaluation Standards define stakeholders as "individuals or groups who may affect or be affected by program evaluation" (Sanders, 1994, p. 209). This simple explanation masks the complexity and diversity of contemporary participatory evaluation theories and practices. Cousins and Whitmore (1998) distinguished forms of participatory evaluation based on their intended outcomes, centers of control of evaluation decision making, degrees of nonevaluator stakeholder participation, and definitions of stakeholder relevance. While approaches to participatory evaluation vary in many of the characteristics described by Cousins and Whitmore, this study focused on the factors that influence stakeholder relevance among approaches to participatory evaluation with different intended outcomes.

A brief description of the various outcomes of participatory evaluation highlights the diversity of forms of participatory evaluation and the important role of stakeholders in participatory evaluation. The goal of pragmatic-participatory evaluation is to solve problems and facilitate decision making in evaluation (Cousins & Whitmore, 1998). Transformative-participatory evaluation seeks to represent the views and needs of marginalized stakeholders (Mertens, 2001; Mertens, Farley, Madison, & Singleton, 1994). The goal of empowerment evaluation is to increase the autonomy of stakeholders by developing their evaluation skills through active participation in all phases of valuation (Fetterman, 1994). The goal of utilization-focused evaluation is increased use of evaluation findings by meeting the information needs of users of evaluation information (Patton, 1997b). The link between the intended outcome of participatory evaluation and stakeholder relevance provides clues to stakeholder relevance, but the relationship is tentative in some cases. In utilization-focused evaluation, relevant

stakeholders are those who are able and willing to use the evaluation's findings. Empowerment evaluation and transformative evaluations tend to define stakeholders broadly and include program stakeholders who receive program services or are members of the community who are influenced by program implementation and outcomes. The purpose of this study is to clarify one aspect of participatory evaluation methodology by describing current stakeholder selection practices in pragmatic-participatory, transformative, empowerment, and utilization-focused evaluation. Having a better understanding of how stakeholders are selected in participatory evaluation practice has the potential for increasing the efficiency and credibility of participatory forms of evaluation and launching further empirical research on participatory evaluation (Mark, 2008).

Background

Previous research and debate on participatory evaluation focused on stakeholder management, intended evaluation outcomes (Fetterman, 1994; Fetterman, 1995; Miller & Campbell, 2006; Patton, 1997a; Scriven, 1997; Stufflebeam, 1994), and models of participatory evaluation (Cousins & Whitmore, 1998; D'Aigneault & Jacob, 2007; King, 2003; Wallace & Alkin, 2007). A review of the evaluation literature identified an absence of research relating to stakeholder selection in participatory evaluation. Stakeholder selection appears to have been overlooked as a topic of research, perhaps because of the more controversial nature of debates concerning intended and actual outcomes of participatory evaluation among evaluation theorists and the more mundane but immediate needs of managing stakeholders among practitioners. Renger and Bourdeau (2004) called attention to the lack of published studies on evaluation activities relating to stakeholders in their case study of values inquiry methodology. They attributed the gap in the literature to the fact that "much of the work evaluators have done with stakeholders has been treated as background work" (p. 39). The lack of research on stakeholder selection may be explained by its position as a background condition, something that is taken for granted because it is a routine activity or because it is an activity over which the evaluator has little control (House & Howe, 2000).

Recent research conducted by Alkin and Christie (2005) moved beyond a theoretical discussion of evaluation to a consideration of how theories of evaluation are enacted. Their study was based on four evaluation theorists' descriptions of a 'virtual' evaluation of an educational program. Greene (2005) contributed to this study by describing a values-engaged or responsive and democratic approach. King (2005) described her participatory approach that was guided by evaluation capacity building as the intended outcome. Although these studies begin to delve into the mechanisms and processes of participatory evaluation, they did not include details on front-end practices, specifically stakeholder selection.

Few evaluators or their clients would disagree that stakeholders' perspectives, values, and participation are important to planning and conducting high quality evaluations. There has been considerable discussion in the profession concerning the motivations for and extent of stakeholders' participation in evaluation. However, very little has been published on the topic of how evaluators identify and select stakeholders. Accurately identifying relevant stakeholders must occur before evaluators can develop evaluation plans that focus on issues that are important to stakeholders. Mark, Henry, and Julnes (2000) addressed this issue in their work on values inquiry. They acknowledged the difficulties of determining who is a relevant stakeholder but focused their attention on determining stakeholder values rather than on methods of identifying stakeholders who ought to participate in the evaluation. Although the scarcity of research on evaluation is a problem for the entire evaluation community (Henry & Mark, 2003; Mark, 2008), it is a particular concern for participatory evaluation, since stakeholder-based approaches to evaluation are growing rapidly and in different directions (Cousins, 2003; Cousins & Shulha, 2008; King, 2003). Research is a guide to evaluators as they make evaluation management decisions that satisfy the standards of good evaluation practice. Consumers of evaluation benefit from research that identifies strengths and weaknesses of different evaluation practices and approaches. Research supports and focuses additional research on evaluation that strengthens the credibility and usefulness of evaluation.

Research Questions

This study described current stakeholder selection practices in participatory evaluation in order to develop an improved understanding of the factors that influence stakeholder relevance in participatory evaluation practice. The research findings may stimulate additional empirical research on stakeholder selection processes and the consequences of stakeholder selection criteria and methods. The following research questions framed and guided the study:

1) What selection criteria do evaluators use to identify relevant stakeholders for participation in evaluation?
2) What processes do evaluators use to identify stakeholders for participatory evaluation?
3) What contextual factors influence the stakeholder selection?

The imprecision in terminology in defining participatory evaluation and the diversity of approaches to participatory evaluation presented challenges to conducting this study. While it would be possible to create and apply one definition of participatory evaluation and select only those evaluators who use that approach, it would be likely to eliminate so many evaluations that it would be impossible to recruit enough participants for the study. Allowing potential participants to volunteer for the study based on a their own definitions of participatory evaluation and listing many commonly used terms under the umbrella term of participatory evaluation will likely increase the diversity of cases and allow disaggregation of the data based on different approaches.

As in any qualitative study, it is important to identify potential sources of bias introduced by the experiences and values of the researcher, in order to limit their impact on data collection, analysis, and interpretation. I strongly believe that individuals should have the opportunity to contribute to decisions that influence their lives. This leads me to believe that participatory evaluation must include program beneficiaries since the programs in which they participate affect their lives. I am of two minds concerning representation versus direct participation of program stakeholders. While I believe it is possible for one person to represent the views, experiences, and needs of another, I also believe that the direct participation of an individual is preferable since it reduces the

chance of intentional or unintentional misrepresentation. I believe that in an ideal world, the stakeholder selection process itself should be participatory but I recognize that limited budgets and short evaluation timelines are practical barriers to selecting evaluation participants in this manner. I believe that empowerment and social transformation are overarching goals of all evaluations, but I suspect that asking evaluation to achieve these goals places a heavy and perhaps unrealistic burden on conducting participatory evaluations. Recognizing and communicating my own views about stakeholder selection and participation in evaluation is one way to reduce the potential for researcher bias. Allowing study participants to define their own evaluation practices as participatory rather than selecting participants based on a predetermined definition may reduce selection bias.

Significance

The ideal stakeholder group is one that is large enough to include all relevant stakeholder perceptions and values but small enough to make the evaluation manageable. Maintaining the status quo, in which a few program and evaluation decision makers appear to rely on informal or nonsystematic stakeholder selection processes to identify relevant stakeholders, is undesirable if it introduces unacceptably high degrees if inaccuracy and bias into the selection process. Even in situations where there is no obvious conflict of interest in selecting stakeholders, these processes are likely to be hampered by decision makers' incomplete understanding of the complex social and political contexts typical of contemporary programs. Using a systematic approach to stakeholder selection by applying selection criteria that are appropriate to the context and goals of the evaluation makes creating an optimal stakeholder group more feasible.

The study addresses the gap in the participatory evaluation literature relating to how evaluators identify relevant stakeholders for participation in evaluation. Stakeholder selection is important to address because it is a 'headwaters' issue in participatory evaluation. Stakeholders influence all of 'downstream' activities and outcomes in participatory evaluation (Mark, 2008). Stakeholders' values, perspectives, and power influence the focus and scope of the evaluation, data collection activities, and the

interpretation of evaluation findings. Stakeholder selection influences the attainment of social justice goals in transformative and empowerment evaluations and the utilization of evaluation processes and findings in utilization-focused evaluation. It is essential that participatory evaluation practitioners, consumers, and researchers have access to research on stakeholder selection due to stakeholders' critical role in participatory evaluation practice. Addressing the factors that influence stakeholder relevance in various forms of participatory evaluation may provide evaluation practitioners, researchers, and customers with information that will guide evaluation decision making and produce more useful and credible participatory evaluations.

CHAPTER 2
LITERATURE REVIEW

Structure of the Literature Review

The literature review resulted from searching English language professional journals and books for articles relating to stakeholder selection in the evaluation and collaborative or participatory governance and management literature. The initial search focused on stakeholder selection in participatory and collaborative evaluation but it was extended to collaborative decision making and management in public policy, business and nonprofit management, business ethics, public health, natural resource management, and international development due to the small number of published studies on stakeholder selection in evaluation.

An additional search of dissertations in the ProQuest Digital Dissertations database, which contains dissertations from over 1,000 universities in North America and Europe (http://www.lib.umn.edu/site/proquest.phtml) using the key words *stakeholder* and *evaluation*, produced only six dissertations. A review of dissertation abstracts using *collaborative evaluation* and *participatory evaluation* as index terms yielded only 7 and 14 dissertations respectively. The index term *stakeholder* in combination with various other key terms such as *selection*, *relevance*, *salience*, *evaluation*, *characteristics*, and *criteria* yielded only three additional dissertations. A search of the dissertation database using the key terms *stakeholder selection*, *stakeholder characteristics*, or *stakeholder criteria* produced no dissertations. Five dissertations were somewhat related to the topic of the study. B. Campbell (2002) conducted an empirical study of factors that influence dialogue among stakeholders. Michalski (1999) examined the relationship between stakeholder characteristics and their perceptions of program and evaluation outcomes. Smalley (2000) identified methods to support stakeholder identification of evaluation issues. Thayer (2006) and Turnbull (1998) studied the relationship between stakeholder participation and use of evaluation findings. None of the dissertations studied stakeholder selection criteria or processes in collaborative or participatory evaluation. A review of published articles relating to participatory evaluation was conducted using academic

indexes and databases, and search engines such as Google Scholar using the same index or search terms described earlier in this section.

The literature review consists of four sections, the first of which covers the history and development of participatory evaluation and identifies its major contemporary forms. The second section describes participatory evaluation as a collaborative activity, distinguishing rationales and intended outcomes of participatory evaluation, and models of participatory evaluation. The third section includes a discussion of stakeholder theory, definitions and categories of stakeholders, and stakeholder relevance criteria in evaluation and other collaborative contexts. The last section reviews stakeholder selection frameworks, processes, and techniques in participatory evaluation and other participatory or collaboration contexts

Definitions of Participatory Evaluation

One of the challenges associated with studying participatory evaluation is the imprecision and diversity of terms and definitions that apply to it. The terms collaborative, participatory, stakeholder-based, deliberative democratic, fourth generation, empowerment, utilization-focused, transformative, pragmatic, and culturally responsive all describe evaluations that involve nonevaluator stakeholders in some aspect of the evaluation. Weaver and Cousins (2004) distinguished among different approaches to participatory evaluation based on five elements, including who controls technical evaluation decisions, the diversity of stakeholder interests, the degree of power-related conflict among potential stakeholders, manageability of the evaluation due to logistical constraints, and the depth of involvement of stakeholder in the evaluation. The terms *collaborative* and *participatory* are used interchangeably to describe evaluation practice. O'Sullivan (2004) approached collaborative evaluation from the perspective that program needs should determine distribution of leadership and decision making authority in the evaluation. Cousins and Whitmore (1998) used the term *collaborative* as the broader, more inclusive term. The term *participatory* was used in this study because of its more inclusive compared to the term *collaborative*. Collaboration implies an interdependent relationship based on "shared responsibility and mutual authority and accountability for

success", which may or may not occur in all forms of participatory evaluation (Mattessich, Murray-Close, & Monsey, 2001, p. 59).

Cousins (2004) defined participatory evaluation as "evaluation carried out in partnership between members of the evaluation community and nonevaluator stakeholders" (p. 321). O'Sullivan (2004) described collaborative approaches to evaluation as ones that "promote the inclusion of essential stakeholders in the evaluation process" (p. 24). Cousins, Donohue, and Bloom (1996) characterized participatory forms of evaluation as those in which "evaluators collaborate in some fashion with program practitioners, and/or stakeholders (nonevaluators) to provide information to answer key evaluative questions of primary stakeholders." (p. 208). Rodriguez-Campos (2005) defined collaborative evaluation as "one in which there is a significant degree of collaboration between evaluators and stakeholders in the evaluation process" (p. 1). Cousins and Earl (1992) defined participatory evaluation as "applied social research that involves a partnership between trained evaluation personnel and practice-based decision makers or organization members with program responsibility or people with a vital interest in the program" (p. 399). There may be as many definitions of participatory evaluation as there are practitioners and theorists. These diverse definitions of participatory evaluation indicate that evaluators have a common goal of improving evaluation through stakeholder involvement. However, these broad definitions do not tell us who is a relevant stakeholder, how deeply stakeholders are involved in the evaluation, or the goal or rationale for involving stakeholders. A further review of the literature can answer some but not all of these questions.

An evaluation's rationale or intended outcome may identify it as a particular form of participatory evaluation. Cousins and Whitmore (1998) and Cousins and Earl (1992) distinguished pragmatic and transformative evaluations as two main forms of participatory evaluation based on the intended outcomes of stakeholder participation. They defined increased evaluation use, organizational learning through evaluation capacity building, and improved program-level implementation and decision making as goals of pragmatic participatory evaluation. They defined the goals of transformative participatory evaluation as empowering program staff and representing the needs and

values of marginalized program beneficiaries to address issues of social injustice. In the international development context, Brunner and Guzman (1989) defined transformative-participatory evaluation as "an educational process through which social groups produce action-oriented knowledge about their reality, clarify and articulate their norms and values, and reach a consensus about future action" (p. 11).

Evolution of Participatory Evaluation

Participatory evaluation developed out of two contrasting interests or motivations that continue to distinguish theories and practices of participatory evaluation today. The strategic motivation focused on use of evaluation findings, which produced utilization-focused (Patton, 1997b) and other pragmatic or practical (Cousins & Whitmore, 1998) forms of participatory evaluation. An ethical motivation focused on strengthening the autonomy of stakeholders and accurately representing traditionally under-represented and marginalized program recipients. This motivation gave rise to empowerment (Fetterman, 1994; Fetterman & Wandersman, 2005) and transformative (Mertens, 2001) approaches to participatory evaluation. There is some degree of overlap between strategic or pragmatic and ethical or values-based motivations for participatory evaluation, but these terms serve as an adequate initial distinction among the major forms of participatory evaluation.

In the United States during the 1960s and 1970s, evaluators and the federal government became increasingly concerned about the lack of use of results of evaluations of federal programs (Fitzpatrick, Sanders, & Worthen, 2004). Critics attributed the lack of use to a narrow evaluation focus that resulted from attending only to the information needs of "influential people, such as bureaucratic sponsors" (Weiss, 1983b, p. 4). Albaek (1998) attributed the growth in participatory evaluation to a lack of use of evaluation findings in the 1960s and to a change in understanding about decision making in complex social and political contexts. Albaek cited a growing recognition of the existence of "more principals [*sic*] with diverging and often conflicting interests than had been assumed in the notion of rational decision processes" (p. 96-97) as a stimulus for growth in participatory evaluation.

In 1977, the National Institute of Education responded to concerns about use and relevance of evaluation results by issuing a request for proposals for stakeholder-based evaluations of two federal education programs, the Cities-in-Schools and the Push/Excel program (Bryk, 1983). Although the evaluations themselves were not highly successful (Stake, 1983; Weiss, 1983a), these early attempts at participatory evaluation ushered in a period of intense interest and divergent approaches to the problems and promises of stakeholder participation, which continue to the present time. The antecedents of contemporary forms of participatory evaluation are stakeholder-based (Bryk, 1983; Weiss, 1983a), fourth generation (Guba & Lincoln, 1989), responsive (Stake, 1991), and deliberative democratic (House & Howe, 2000) evaluations. All of these forms of evaluation share the characteristic that the information needs of program practitioners and recipients focus evaluation questions and guide data interpretation.

Evaluators who conduct responsive evaluation consider program staff and those who receive or benefit from program services to be advisors who help to develop evaluation questions and influence reporting of results. The evaluator retains authority and control over the technical evaluation decisions and upholds the credibility of the evaluation (Stake, 2004). Responsive evaluation relies on the evaluator's ability to identify and incorporate the "different value perspectives of the people at hand" (Stake, 1991, p. 65). This description of responsive evaluation sounds very much like participatory evaluation. However, Stake explicitly differentiates the two approaches by emphasizing that responsive evaluation occurs with stakeholder issues in mind, but it can proceed without the collaboration of stakeholders (Stake, 2004). Participatory evaluation requires the active involvement of program stakeholders in the evaluation.

Guba and Lincoln (1989) based their "fourth generation" evaluation on a constructivist approach to responsive evaluation, which asserts that each person's view or perspective is valid and represents reality from that perspective (p. 37). This approach makes it essential to "identify stakeholders and to solicit claims, concerns, and issues from them" (p. 58). The assertion that the first responsibility of fourth generation evaluation is to "identify the full array of stakeholders who are at risk in the projected evaluation" (p. 72) places this evaluation approach firmly in the realm of participatory

evaluation. However, its definition of stakeholders as those who are put at risk based on the evaluation findings is so broad that it provides no basis for selecting stakeholders to participate in the evaluation.

Deliberative democratic evaluation seeks to "arrive at unbiased conclusions by considering all relevant interests, values, and perspectives; by engaging in extended dialogue with major stakeholders" (House, 2004, p. 220). Inclusivity is one of the three principles of deliberative democratic evaluation, which considers stakeholder relevance in order to achieve fair and accurate outcomes of evaluations. House and Howe (2000) emphasized the need to be inclusive, but not exhaustive, in stakeholder identification. Although they did not explicitly describe the boundaries of inclusivity, it is clear from the following statements that this form of evaluation relies on the inclusion of less powerful stakeholder groups. They concluded that "it would not be right for evaluators to provide evaluations only to the most powerful or to the highest bidders, thus biasing evaluation toward particular interests" (House, 2004, p. 5). Their assertion that there "must be some rough balance and equality of power for proper deliberation to occur" (House, 2004, p. 6), hints at the importance of stakeholder power as a stakeholder selection criteria in democratic and participatory evaluations.

Later views of stakeholder participation incorporated increasing levels of authority, responsibility, and depth of participation of more diverse stakeholders in all phases of evaluation (Cousins & Whitmore, 1998). The early emphasis on participation as a way to increase evaluation use still motivates evaluators to adopt stakeholder-based evaluations. However, empowerment, social justice, and validity of findings are now also viewed as potential outcomes of participatory evaluation. Each of these rationales for participatory evaluation are described in detail in the following section.

Participatory Evaluation as Collaboration

Regardless of its motivation and the degree of power sharing between the professional evaluator and program stakeholders, participatory evaluation is essentially collaboration among program stakeholders and the professional evaluator. Collaboration is "a mutually beneficial and well-defined relationship entered into by two or more

organizations to achieve common goals" (Mattessich et al., 2001, p. 4). Although this definition refers to interactions of organizations, it also applies to individuals who act independently or as representatives of organizations or communities, which more directly relates to participatory evaluation. Participatory evaluation takes on many of the same characteristics of collaborative activities in other contexts and the lessons learned about stakeholder relevance in those contexts may apply to participatory evaluation. Factors that promote "collaborative advantage" (Huxham & Vangen, 2005, p. 23), defined as the increased profitability that results from an organization's ability to "create and sustain fruitful collaborations" (Kanter, 1994, p. 96) may also promote successful outcomes for participatory evaluation. Accurately determining who is a relevant stakeholder is important in a variety of collaborative activities such as, natural resource and environmental management (Carter, Steenhof, Haldimann, & Akenshaev, 2003; Dougill et al., 2006; Jonsson, 2005; Stringer, Dougill, Fraser, Hubacek, & Prell, 2006), sustainable development (Chesterton & De Silva, 2004; Araujo & Bramwell, 1999), public health and health policy development (Dalton, 2003; Gilliam et al., 2002; Varvasovsky & Brugha, 2000), and risk management for nuclear weapons disposal (Boiko et al., 1996). Stakeholder groups in participatory evaluation are subject to some of the same barriers to effective interaction that influence other collaborative contexts. Strategically selecting and managing stakeholders based on the compatibility of their characteristics, skills, and knowledge may help to increase "collaborative advantage …or synergy" (Huxham, 1996, p. 15). Collaborative advantage occurs when the positive working relationships between individuals and organizations produce "invisible products…such as shared knowledge and mutual understanding" (p. 15). Conversely, "collaborative inertia" (Huxham & Vangen, 2005, p. 60) occurs when collaborative activities produce less than expected or when it takes more time to achieve those results that had been anticipated. Huxham attributed collaborative inertia to differences in culture and power among partners, conflicting reasons for involvement, and communication problems. The timing of involvement of stakeholders may also increase collaborative inertia if internal stakeholders select external stakeholders *after* important decisions have been made. When external stakeholders perceive the evaluative questions

or goals differently than do internal stakeholders, the entire process may have to start over to create universally accepted understanding of evaluation issues. Collaborative inertia squanders time, money, trust, and patience of all everybody involved.

Rationales and Outcomes of Participatory Evaluation

Formative and Summative Approaches

Cousins, Donohue, and Bloom (1996) conducted a survey of American and Canadian evaluators to describe evaluators' attitudes and practices concerning collaborative evaluation. Survey respondents typically used a traditional stakeholder-based approach that restricted participation to program managers and staff rather than including program beneficiaries or community members. Participants took part in early and late phase evaluation activities by contributing to the development of evaluation questions and by interpreting results. Evaluators typically shared power with stakeholders but retained control over technical evaluation activities and decisions. Cousins et al. found that the majority of evaluators conducted collaborative evaluation to increase utilization of evaluative findings. The authors reported that "many of the collaborative evaluations … (were) summative, involving judgments of program merit and worth" (p. 222). This is an interesting result since Cousins has repeatedly described participatory evaluation as better suited for formative evaluations that have a program improvement goal rather than for "tough-minded, hard-nosed evaluation questions about program continuation, termination, and the like" (Cousins & Shulha, 2008, p. 146).

Utilization Outcomes of Participatory Evaluation

A primary rationale for involving program stakeholders in evaluation has been to increase the use of evaluation findings. Models that support this rationale link increased involvement of stakeholders to "enhanced evaluation relevance, ownership, and … utilization" (Cousins & Whitmore, 1998, p. 6). Weiss (1981, 1998) described evaluation utilization and instrumental, conceptual, and persuasive uses of evaluation processes or results as three different types of evaluation use. Although there is some overlap among these types of use, each type implies a different approach to participatory evaluation and

a different perspective on stakeholder relevance. When the primary goal of stakeholder participation is increasing instrumental use, the direct use of the evaluation findings for program decision making, the evaluation is practical in orientation and stakeholders are likely to be limited to primary decision makers or data users. Program staff and managers use the evaluation conceptually when that they gain a better "understanding of what the program is and does" because of the evaluation (Weiss, 1998, p. 24). An evaluation may also have a persuasive use whereby program managers and staff use the evaluation to "mobilize support for" program changes they believed were necessary prior to the evaluation (Weiss, 1998, p. 24). Conceptual and persuasive uses of evaluation imply that use increases when program staff and managers participate in the evaluation. Two case studies of the use of public advisory groups for decision making related to nuclear weapons production sites in the United States provide evidence that even controversial and risky solutions will be accepted if key stakeholder groups are actively involved in the decision making process (Boiko et al., 1996).

Process use (Patton, 1997b; Preskill & Caracelli, 1997) and educative use (Greene, DeStafano, Burgon, & Hall, 2006) are two newer conceptions of evaluation use. Process use refers to the benefit that accrues to stakeholders and organizations as a result of participating in an evaluation. Educative use incorporates responsive and democratic evaluation's principles of inclusivity, to support "educational program(s) with the goals of advancing knowledge and meeting the needs of diverse learners" (Greene et al., p. 54). The authors assert that evaluations need to address issues of educational access and quality, which she defines as the intersection of "content, pedagogy, and diversity" (Greene et al., p. 55). An educative approach to participatory evaluation implies a broader perspective on stakeholder relevance that includes the values and perspectives, if not the actual participation, of minority students and teachers.

Validity Outcomes of Participatory Evaluation

Weaver and Cousins (2004) expanded on prior pragmatic and political justifications for participatory evaluation by adding an epistemological justification. This new rationale established participatory evaluation as a mechanism for the "production of

valid knowledge or representations of underlying social phenomena" (p. 20). It supported Brandon's earlier claims (1998) that stakeholder participation can increase construct validity, defined as the quality or soundness of inferences drawn from evaluative data (Sanders, 1994). Brandon synthesized studies of four evaluations that involved program staff and beneficiaries as stakeholders in beginning and end phase activities of collaborative evaluation. He offered the following evidence for claims of increased validity: the development of a broader scope of evaluation problems identified for evaluation question development, an increase in the number of "program attributes selected for evaluation" (p. 329), and the use of program beneficiaries' modifications to program personnel's evaluation recommendations. Brandon attributed the increased validity to careful "involvement of all appropriate stakeholder groups and to methods that collect stakeholder information fully and equitably." (p. 334). Appropriate stakeholders were defined as those who had expertise as program personnel or program recipients. Justification for including program beneficiaries in addition to program staff came from beneficiaries' direct involvement in a wider range of program activities and outcomes than those of program staff. Cousins, Goh, Clark, and Lee (2004) justified the central role of nonevaluator stakeholders based on their knowledge of program implementation and outcomes due to their direct participation in the program. Program beneficiaries experience programs from a different perspective than do program staff. This difference in perspective increases the amount and diversity of information that informs broadly inclusive participatory evaluations.

Several evaluation theorists and practitioners have taken a nontraditional approach to defining validity. Brunner and Guzman (1989) defined validity as the extent to which the evaluation produces useful change. Kirkhart (1995) described multicultural validity as the accuracy or trustworthiness of judgments across dimensions of cultural difference. Johnson, Kirkhart, Madison, Noley, and Solano-Flores (2008) asserted "validity must address actions flowing from inferences and the consequences of those actions" (p. 206). Multicultural and consequential validity (Brandon, Lindberg, & Wang, 1993) are likely to increase with wider representation of all cultural groups in evaluations. Involving multiple and diverse stakeholders is thought to increase evaluation quality by expanding

the scope of evaluation questions that focus and guide the evaluation (Ayers, 1987; Brandon, 1998; Cronbach, 1982). Increasing multicultural validity would have the greatest impact on evaluation quality in "culturally complex program contexts" (Mertens, 2008, p. 41). Involving representative stakeholders in evaluation is essential for the discovery and consideration of diverse views of the program's goals and priorities. Selecting stakeholders based on the diversity of their experiences and views of the program provides a more complete understanding of complex programs and increases the number and diversity of values and perspectives represented in the evaluation (Ayers, 1987; Greene, 2000; Mark et al., 2000)

Outcome Models of Participatory Evaluation

Participatory forms of evaluation continue to be a popular way to evaluate programs in a variety of settings and there is a substantial literature around issues of stakeholder engagement and outcomes of participatory evaluation (Cousins, 2003). Several recent studies have elaborated earlier models of participatory evaluation (D'Aigneault & Jacob, 2007; Weaver & Cousins, 2004) and developed new models relating to the relationship between evaluation activities and evaluation outcomes (Wallace & Alkin, 2007). These models identify stakeholder selection as an important participatory evaluation activity, but they do not elaborate on its methodology or intermediate outcomes. Cousins, Donohue, and Bloom's (1996) survey of American and Canadian evaluators described participatory evaluation practices of North American evaluators, but did not address the issue of how stakeholders are selected. Cousins and Whitmore (1998) developed a model of stakeholder participation in evaluation that accounted for three aspects of participatory evaluation. These were 1) locus of control of evaluation decision making, 2) stakeholder relevance, and 3) depth of stakeholder involvement in the evaluation. This model established the importance of stakeholders in evaluation, but did not address the issue of how to identify them. Evaluations that adopt narrow definition of stakeholders typically identify them as primary users, who are individuals or groups that are directly involved in program implementation and decision making (Alkin, 1991). In these situations, typical of responsive (Ayers, 1987), practical-

participatory evaluation (Cousins & Earl, 1992), developmental (Patton, 1996), and utilization-focused evaluation (Patton, 1997b), it is obvious which stakeholders should participate. Therefore, there may not be a compelling reason to spend time or other resources to determine relevance criteria and adopt an elaborate process of identifying stakeholders. However, determining who is a relevant stakeholder in other approaches to participatory evaluation may not be so obvious.

Weaver and Cousins (2004) modified Cousins and Whitmore's (1998) three-component model of collaborative evaluation. The newer five-component model retained locus of control and depth of stakeholder participation, but replaced stakeholder relevance with diversity of stakeholder interests, the presence or absence of conflict due to power relations among stakeholders, and evaluation manageability as model elements. Since the size and diversity of the stakeholder group and the potential for conflict resulting from diverse stakeholders' values and interests influence evaluation manageability, determining the optimal mix of stakeholders is likely to improve the productivity and efficiency of participatory evaluations.

The rationale or intended outcomes of participatory evaluation influence methodological considerations. In a comparative case study of the congruence of evaluation theories and practices, Alkin and Christie (2005) noted differences in stakeholder selection between two participatory models of evaluation. Greene's (2005) "values-engaged" approach is based on the desire for the evaluation to be responsive to program context and to the values of stakeholders. Greene selected a wide range of stakeholders for participation in the evaluation, including program staff and members of "traditionally underrepresented" groups (p. 118) in order to achieve these goals of values-engaged evaluation. King (2005) approached evaluating the same case with the goal of building evaluation capacity within the sponsoring organization. In this case, King used a narrower view of stakeholder relevance and selected program staff and teachers for the evaluation team, but excluded students and representatives of the school district and the community in order to achieve the evaluation capacity building objectives of the evaluation. Both cases illustrate the impact of program context and evaluation goals on the determination of stakeholder relevance.

Wallace and Akin (2007) developed models of four forms of participatory evaluation based on a literature review of processes and outcomes of empowerment, transformative, practical-participatory, and utilization-focused evaluation. Their models help to establish the link between intended outcomes and stakeholder relevance. Empowerment evaluation's goals of program improvement, self-determination of participants, and building evaluation capacity require a "broad representation of participants" (Wallace & Alkin, p. 24). Practical-participatory evaluation and utilization-focused evaluations use a narrower view of stakeholder relevance, limiting involvement to primary decision makers or primary users of evaluation results to solve practical program or organizational problems and increase the use of evaluation findings. The goals of transformative evaluation are to accurately represent all perspectives, empower less-advantaged stakeholders, use findings to lead to social action, and produce "positive social change for the least advantaged" (Wallace & Alkin, p. 26). In this model, relevant stakeholders are those members of the program community who would be "affected by the results, particularly the marginalized or oppressed" (Wallace & Alkin, p. 15). The transformative and utilization-focused evaluation models were the only ones that explicitly addressed the stakeholder selection process in the Wallace and Alkin study. Utilization-focused evaluation applied stakeholder analysis for that purpose, although it was not described in detail. The empowerment model contained a three-step process for stakeholder selection that began with trust building interactions between the evaluator and the community, which allowed the evaluator to learn about the relevant aspects of diversity within the community and to identify and reduce barriers to participation.

Stakeholder Theory and Stakeholder Relevance

Freeman's *Strategic Management-A Stakeholder Approach,* published in 1984, has been cited 3,927 times as of April 19, 2009 according to the Google Scholar search engine (http://scholar.google.com). This foundational work described an approach to management that expanded the concept of stakeholder relevance. The theory applies to participatory evaluation as well as to business planning and management. Freeman defined stakeholder as "any group or individual who can affect or is affected by the

achievement of the organization's objectives" (Freeman, p. 46). Freeman expanded the view of the firm's environment by redefining the boundaries of stakeholder relevance. The earlier "production view" (Freeman, p. 5) of the firm recognized only suppliers and customers as relevant stakeholders. The "managerial view" (Freeman, p. 6) expanded the boundaries of the organization's internal environment by including owners and employees as relevant stakeholders. Freeman's "stakeholder view of the firm" (p. 25) created a more broadly inclusive view of stakeholder relevance, by adding representatives of government agencies, local community organizations, consumer advocates, competitors, media, and environmentalists to the category of relevant stakeholders. Strategic management and corporate ethics are inseparable in stakeholder theory, as are ethical and pragmatic consideration in stakeholder selection. The expansion of views of relevance in stakeholder theory in business mirrors the increasingly inclusive approaches to stakeholder relevance in evaluation in the 1980s and 1990s.

Contributions of Stakeholders

Even in nonparticipatory forms of evaluation, in which evaluators retain authority and ultimate responsibility for the evaluation, stakeholders play critical roles as sources of data and gatekeepers of information. Accurate identification of stakeholder groups is essential for evaluation quality in participatory and nonparticipatory forms of evaluation. Involving diverse stakeholders in the evaluation increases the richness of data available for answering evaluation questions by improving the evaluator's understanding of complex programs and their social and political contexts. Including diverse stakeholders in participatory evaluation provides a way for evaluators to assess data consistency from multiple sources through triangulation. Inclusive stakeholder selection acts as a form of triangulation, including "triangulation of sources" of data and "analyst triangulation" since stakeholders may be sources of data as well as data analysts (Patton, 2002, p. 556). Regardless of who is selected as a stakeholder or how deeply they participate in the evaluation, they are typically included as a way to improve validity and use of evaluations (Brandon, 1998; Cousins, 2004).

Stakeholder Definitions and Characteristics

Guba and Lincoln (1989) included program beneficiaries as well as program practitioners in their definition of evaluation stakeholders, describing stakeholders as groups that risk the loss of "money, status, power, face, and opportunity" that they have invested in the program and its evaluation (Guba & Lincoln, p. 51). The authors identified four groups of evaluation stakeholders, consisting of agents, direct and indirect beneficiaries, and victims. Agents "produce, use or implement" the program or object being evaluated; direct and indirect beneficiaries are its "targets or markets"; and victims are individuals "who are negatively affected by use" of the program or object (Guba & Lincoln, p. 40). Clarkson (1994) also defined stakeholders as individuals or groups who risk something of value that they have invested in the organization.

Mark and Shotland (1985) defined stakeholders broadly as "distinct groups interested in the results of an evaluation, either because they are directly affected by or involved in program activities, or because they must make a decision about the program or about a similar program at other locations or times" (p. 606). Weiss (1983b) identified four groups of people whose potential use of evaluation results would cause them to be classified as stakeholders. She identified policy makers, program managers, program staff, and clients or citizen organizations as relevant stakeholders. This appears to be a manageable and useful way to identify stakeholder groups for participatory evaluation, but it does not address issues of how "truly representative of all important stakeholders interests" these potential stakeholders might be (p. 87). Weiss stated "no procedural mechanisms appear capable of identifying let alone representing, the entire set of potential users of evaluation results" (p. 87), which establishes stakeholder selection as a foundational problem for participatory evaluation.

Stakeholder Categories

One of the simplest distinctions of stakeholder categories is between internal and external stakeholders (Finn, 1996; Freeman, 1984; Lewis, 1991). Internal stakeholders have a stake in an issue and the ability to influence decision making, while external stakeholders have a stake, but no authority to make decisions. In participatory evaluation,

internal stakeholders are most likely to be the evaluator, client, and those with direct program authority. Lewis (1991) considered internal stakeholders to be the "organization or agency, (its) mission, superiors, employees, and the decision maker" (p. 121). Lewis identified direct external stakeholders as business "clients and suppliers, lawmakers, taxpayers, and community residents and businesses" (p. 121). Indirect external stakeholders were those who have a "general … or long term interest" in the program such as society and subsequent generations (p. 121).

Altschuld and Witkin (2000) identified three levels of stakeholders in program needs assessments, which is a form of evaluation. Level one stakeholders are "primary recipients … [who are the] direct recipients or receivers of services … [such as] students, clients, patients, [and] customers" (p. 9). Level two stakeholders provide a program service, such as "teachers, social workers, counselors, health care providers, librarians, policymakers, [and] administrators" (p. 9). Level three stakeholders are the physical, human, and financial infrastructures needed to provide a service. Witkin (1994) found that most needs assessments are conducted at the second level and so "may not fully represent Level 1 needs" (p. 10).

Cousins and Whitmore (1998) defined stakeholder categories in terms of their roles and responsibilities within the program, which may include program staff as well as evaluators and program beneficiaries. A subset of questions on the Cousins, Donohue, and Bloom (1996) survey described collaborative evaluation practices among North American evaluators. Two-thirds of the respondents indicated that more than one stakeholder group participated in the evaluation and "most of the participants belonged to stakeholder groups [with] a vital interest in the program and who would be able to act on findings produced, [such as] program developers, managers, funders or implementers" (Cousins et al., p. 217). Program beneficiaries and "special interest groups" were rarely included as participating stakeholders (Cousins et al., p. 217). Brunner and Guzman (1989) described a typical evaluation team in participatory evaluations of international aid projects based in part, on two evaluation case studies in Mexico. The teams consisted of project beneficiaries, an indigenous facilitator, a professional evaluator and one or more members of the professional project staff.

Stakeholder Selection Criteria

Stakeholder relevance is context-specific and influenced by the goals of participatory evaluation and program goals. In some situations, stakeholder demographics, including ethnicity, age, gender, disability, nationality, and language may be important determinants of stakeholder relevance. In other situations, stakeholder values, perspectives, and attitudes toward the program or its evaluation may take precedence as selection criteria. In other contexts, program decision-making authority or program experience may be the most relevant stakeholder characteristics. Matching stakeholder characteristics to the purposes and contexts of programs makes stakeholder selection a potentially daunting and complex task in participatory evaluation practice.

Interpersonal Skills

Selecting stakeholders based on their interpersonal skills may influence the collaborative working relationship among participants. King (2005) described the following essential attributes for an effective evaluation advisory committee: "staff who are highly respected and truly know the school's culture and inhabitants well, … people who understand evaluation and enjoy data, … positive 'can do' individuals who can get things done efficiently and thoughtfully, and "at least one person with a good sense of humor" (p. 90-91). The characteristics that improve the effectiveness of advisory committees are also likely to improve collaborations of stakeholders in participatory evaluation.

Trusting and open relationships are essential to productive dialogue, which forms the basis of decision making in participatory evaluation (House & Howe, 2000; Mattessich et al., 2001). Productive interactions are more likely to occur if the evaluator selects stakeholders based on their interpersonal skills or characteristics that promote openness and trust. Personal characteristics such as leadership and communication style, work ethic, sense of humor, mutual respect, listening skills, ability to compromise, risk tolerance, and conflict management style may become important selection criteria. These skills and attitudes may have a strong influence on stakeholder behavior and participation in the collaborative environment of participatory evaluation. It may be possible to nurture

or develop many of these characteristics through skillful group facilitation. However, there is likely to be a distinct advantage to selecting stakeholders who posses these skills and attributes prior to their participation in the evaluation.

Stakeholder Legitimacy

House and Howe (2000) define relevant stakeholders as those with legitimate interests in the program and its evaluation. They define legitimate interests as those based on need rather than want. Their distinction echoes the argument made by Mitchell, Agle, and Wood (1997), who state that stakeholders with legitimate or nontrivial claims must be considered as relevant stakeholders. House and Howe use dialogue to determine legitimacy of stakeholder interests in deliberative democratic evaluation. The authors pose ten guiding questions in their Deliberative Democratic Evaluation Checklist, three of which relate directly to issues of stakeholder selection. They include "Whose interests are represented in the evaluation?", "Are all major stakeholders represented?" and "Should some stakeholders be excluded?" (www.wmich.edu/evalctr/checklists/dd_checklist.pdf). Mathie and Greene (1997) studied participatory evaluations of a North American university program and a program that supported local nongovernmental organizations in Papua New Guinea. They concluded that "stakeholder representation in participatory evaluation is ideally (made) on the basis of relative stake in evaluation outcome and commitment to the participatory process rather than on more superficial diversity characteristics" (p. 283).

Interactions among Selection Criteria

From the following discussion, it becomes apparent that stakeholder relevance depends on multiple and sometimes conflicting goals for collaborative activities and the contextual factors that vary from program to program. Program planners and evaluators must judge the relative merits of each potential stakeholder group for each situation they encounter.

Stakeholder power, legitimacy, and urgency.

Stakeholders' power and the legitimacy and urgency of their claim on the firm emerged as essential stakeholder relevance criteria in Mitchell, Agle, and Wood's (1997) review of the business management literature. They used a resource-based definition of power, based on the stakeholder's possession of physical, material, and financial, or symbolic resources. Urgency described a relationship or claim that was "of a time-sensitive nature and when [it] is important or critical to the stakeholder" (Mitchell et al., p. 867). Mitchell, Agle and Wood adopted Suchman's (1995) definition of legitimacy as "a generalized perception or assumption that the actions of an entity are desirable, proper, or appropriate within some socially constructed system of norms, values, beliefs, and definitions" (Suchman, p. 574). The authors used Freeman's (1984) stakeholder theory of the firm to develop a theory of stakeholder salience, defined as "the degree to which managers give priority to competing stakeholder claims" (Freeman, 1984, p. 854). The authors created eight categories of stakeholders (Figure 1) based on the presence or absence of one or more of the following attributes: "power to influence the firm, the legitimacy of the stakeholder's relationship with the firm, and the urgency of the stakeholder's claim on the firm" (Freeman, p. 854). In a business context, the only group that consistently receives attention from managers is the group or individual that possesses all three attributes. The authors emphasize that salience changes over time and with changing business environments. Each of the groups may be relevant for participatory evaluation depending on the program and evaluation goals and program context.

Salience	Stakeholder Attributes		
	Power	Legitimacy	Urgency
Low	✓		
Low		✓	
Low			✓
Moderate	✓	✓	
Moderate	✓		✓
Moderate		✓	✓
High	✓	✓	✓
None			

Figure 1. Stakeholder classes: Power, legitimacy, and urgency. (Adapted from (Mitchell et al., 1997, p. 872)

Interest and power.

Since it is not feasible in most cases that all relevant stakeholders groups can participate in an evaluation, Guba and Lincoln (1989) assert that "relative stake … [is] the only responsible and ethical [selection] criterion" and the person or group with the greatest risk "must be determined by negotiation" (p. 203). Evaluators, policy-makers, and managers typically select stakeholders based on an estimation of their level of interest in an issue and their power to influence the issue (Bryson & Crosby, 1992).

The simple definition of evaluation stakeholders as those with an interest or stake in the program and its evaluation becomes much more complex in the organizational change and inter-agency collaboration literature. Eden (1996) described strategic selection and management of stakeholders in a study of the Northern Ireland Prison Service, using cognitive mapping as a way to identify relevant stakeholders. Four groups of potential stakeholders were identified based on their level of interest and their power to influence inter-agency collaboration (Figure 2). *Subjects* and *players*, collectively known as *stakeholders*, have a high level of interest in the issue. *Players* and *leaders* are the high power groups, collectively termed *actors*. Eden asserted that private organizations may

be able to deal only with *players*, but public organizations need to include *players* and *subjects* if their goal is to empower subjects and move them toward *player* status. Bryson (2004) asserts however, that identifying potential stakeholders in terms of their power and interest can also "advance the interests of the relatively powerless" (p. 31). Stakeholders in any of the four power-interest quadrants may be relevant in participatory evaluation depending on the program and evaluation purpose or context. Power and interest grids may not be appropriate tools for identifying relevant stakeholders in evaluations of programs in complex social, political, and economic contexts since it may be impossible to fully understand the power and interest status of each potential stakeholder (Finn, 1996).

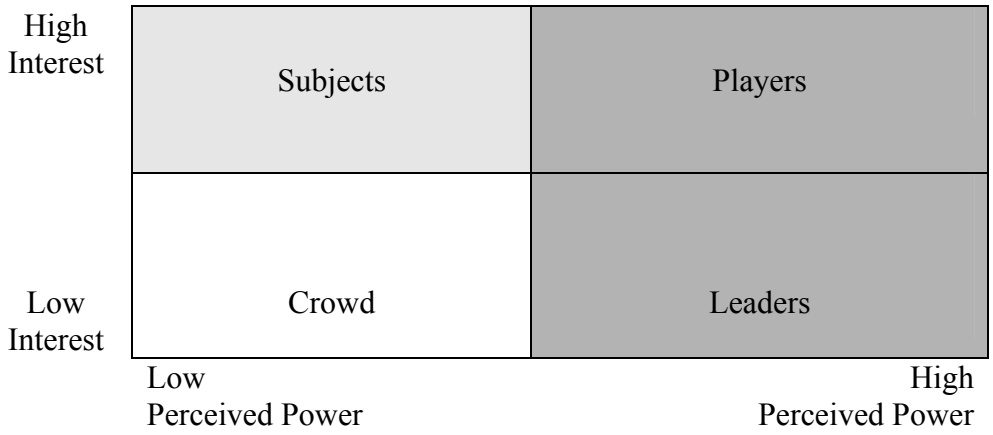

Figure 2. Stakeholder classes: Power and interest. (Adapted from Eden, 1996; Bryson, 2004).

Power-related facilitation skills and attitudes.

Conflict that arises due to power differentials among potential stakeholders can be reduced by selecting stakeholders with equal power or by skillful group facilitation. Careful attention to group structure can avoid hierarchies of authority and power, which reduce the effectiveness of collaborative activities. Potential stakeholders must be willing to sacrifice their power-based status and interact in a more egalitarian way in order to reap the rewards of collaborative action (Huxham, 1996). The reasons for this are not strictly ideological. Research on communication in collaborative groups has shown that

hierarchies increase identification with a particular unit or level of the organization and decrease communication across units and levels of the organization (Osborne & Gaebler, 1992). Evaluators' reflections on five years of experience working with Latino communities in California led them to conclude that evaluators can counteract unequal power among stakeholders (Clayson, Castaneda, Sanchez, & Brindis, 2002). To do so, they need to take on the additional roles of "translator, mediator, and storytellers" when operating in "multi-cultural settings" (Clayson et al., p. 35).

In spite of the apparent advantages of broad based and highly diverse participation of stakeholders in evaluation, diversity brings its own challenges. In programs with diverse viewpoints and values among program stakeholders, predictable power imbalances may make communication more difficult as stakeholders attempt to create a shared understanding of the program and its evaluation (Huxham, 1996). Differences in perspectives may increase the richness and depth of understanding program and evaluation issues and also increase conflict among stakeholders. Conflict itself is not necessarily a problem if it is successfully managed (Barr, 2001). The perception of conflict as destructive or generative is an aspect of program or organizational culture that may influence stakeholder selection for evaluation teams. While inclusivity and diversity add their own complexities to working effectively with stakeholders, they are manageable if the evaluator has well-developed group facilitation skills (Burke, 1998) and if conflict is tolerated within the organization or program. Evaluators may need to act as facilitators to balance power differentials and encourage trust development among diverse stakeholder groups (King, 1998). Both Burke and King recognized the limitations and strengths of working with diverse stakeholders and emphasized the need for strong interpersonal, communication, and conflict management skills for evaluators who engage in participatory evaluation.

Participatory Evaluation Goals as Selection Criteria

Guba and Lincoln (1989) asserted that since the goals of Fourth Generation evaluation are to empower and educate stakeholders, evaluators must not restrict participation to powerful individuals or groups who have prior program and evaluation

knowledge, or who have well-developed communication and evaluation skills. Rather, evaluators must take on the roles of facilitator and trainer to improve the skills and knowledge of stakeholder so that they may participate fully in the evaluation. Who is a relevant stakeholder depends on the intended outcomes of participation, guided by ethical principles and standards of the evaluation profession (Torres & Preskill, 1999).

Evaluators must grapple with the trade-offs between adequate representation, technical accuracy, and feasibility as they determine whether to apply a broad or narrow definition of stakeholder relevance (Huberman & Cox, 1990). A narrow definition risks missing important groups and individuals whose exclusion may jeopardize the usefulness and validity of evaluation findings. A wider, more inclusive definition of relevance may jeopardize the feasibility of the evaluation itself, by increasing the complexity and costs of managing a large and diverse stakeholder group (Weaver & Cousins, 2004).

Greene (1988) identified three stakeholder relevance criteria in case studies of two participatory evaluations that were motivated by increased utilization goals. She stated that relevant stakeholders must have a legitimate interest in the program, "have sufficient program knowledge to contribute meaningfully", and have a high stake in the program or its evaluation (p. 106). Greene applied these three criteria in a stakeholder selection framework of "maximum diversity and representativeness" (p. 101). Fourth generation and transformative evaluators would be likely to have a different view about using "sufficient program knowledge" as a selection criterion, since its would likely exclude marginalized members of the program community.

Context Factors as Stakeholder Selection Criteria

Stakeholder selection must take into account the program's unique and complex social and political contexts in addition to the program's purpose. Some evaluators advocate involving all legitimate groups as stakeholders in participatory evaluation. Applying this principle to evaluating programs that serve many or dispersed stakeholder groups would produce such a large evaluation team that it would be unmanageable and an unjustifiable drain on evaluation resources. However, excluding the perspectives and experiences of program beneficiaries and community members may reduce access to

information or result in misinterpretations of data. Evaluators must balance the dual requirements of evaluation standards and principles with the limitations imposed by a program's context to provide adequate representation of stakeholders and a technically competent evaluation team. Torres et al. (2000) frame the tension between participatory evaluation values and program resources as a program context factor in their reflections on a multi-year, multi-site collaborative evaluation. They concluded "depth in participation versus breadth in inclusion must be considered by asking 'What's the right balance to support stakeholders' participation-particularly when resources are limited?" (p. 37). Greene (2000) described the influence of the program or organizational culture on the success of participatory evaluation in her study of a deliberative democratic evaluation of a high school science reform program. She attributed the failure of the evaluation, in part, to the failure of inclusivity as a stakeholder selection framework. She concluded that when neither the program nor the organization supports inclusivity and deliberative democratic principles, it is unlikely that there will be a "fair and equitable inclusion of all legitimate stakeholders interests [that] broadens the conversation beyond those who usually speak." (p. 16).

Stakeholder Selection Processes

Evaluators and clients need to develop a common understanding of program evaluation context, purposes, and expected outcomes in order to make credible choices concerning stakeholder relevance. In the absence of a systematic approach to stakeholder selection, an evaluator must rely on the client's and his or her own understanding of the program, which may introduce bias and inaccuracies into the stakeholder selection process.

Stakeholder Selection Processes in Management Contexts

Most of the stakeholder selection processes described in this review of literature come from the public policy, business management, and business ethics context since there are so few published articles on stakeholder selection in participatory evaluation. The section concludes with a review of stakeholder selection processes described in the

evaluation literature. Stakeholder selection is often the responsibility of primary or internal stakeholders. Finn (1996) and Bryson (2004) proposed that internal stakeholders should take the lead in defining the policy or program problem so that they are able to identify external stakeholders who have a stake or interest in the problem. Bryson and Crosby (1992) identified policy makers and managers as those who are primarily responsible for selecting other stakeholders in business planning and management contexts. In participatory evaluation contexts, primary or internal stakeholders are often given the authority to identify secondary or external stakeholders (Mathison, 2008). Guba and Lincoln (1989) suggested that a client should begin the stakeholder selection process by listing potential stakeholders who are given the opportunity to nominate other stakeholders.

Mapping power and influence.

Bryson (2004) described stakeholder relevance criteria and processes in the public policy literature. Relevant stakeholders were those groups with high levels of power, interest, legitimacy, attention-getting capacity, and/or influence within the organization (Bryson, 2004; Bryson, Cunningham, & Lokkesmoe, 2002; Campbell & Marshall, 2002; Eden, 1996; Mitchell et al., 1997). Bryson (2004) applied a type of snowball sampling for stakeholder selection where a small group of program or policy decision makers engaged in brainstorming and cognitive mapping to select a larger secondary stakeholder group. Bryson's approach to stakeholder analysis combines stakeholder identification and management techniques. Relevant stakeholders are selected from a large pool of potential stakeholders by ranking them based on their power to influence policy, the legitimacy of their claims or interest, and the urgency or attention-getting capacity of their relationship with the organization (Mitchell et al., 1997). The primary goal of this approach is to develop policy around problems that are important to key stakeholders in order to reduce opposition and gain support for new policies or programs.

Stakeholder mapping.

Bryson (2004) used a network perspective to create stakeholder-issue interrelationship diagrams to identify relevant stakeholders. Stakeholders, issues, and the nature of stakeholders' interest in the issues are defining elements of the network. These diagrams "show which stakeholders have an interest in different issues and how the stakeholders might be related to other stakeholders through their relationships with the issues" (Bryson, p. 37). Bryson described several approaches to stakeholder mapping developed by others in the field of collaborative and strategic management. Stakeholder influence maps display potential secondary stakeholders within a "circle of influence" (Finn, 1996, p. 157). A stakeholder's position in the circle depends on the individual's perceived "level of relevance … and cognitive relationship" (p. 197) to the issue and to other stakeholders. Stakeholder influence maps produce a powerful visual model of the proximity of potential stakeholders to an issue. The most influential stakeholders are those who are positioned closest to the issue and who have the most connections to other stakeholders. Selection criteria that restrict selection to those stakeholders who have a legitimate claim *and* are highly influential exclude a large segment of the potential stakeholder population. While this approach to stakeholder selection may be appropriate for practical-participatory evaluation or utilization-focused evaluation, it is antithetical to empowerment and transformative rationales for participatory evaluation.

Stakeholder Selection in Program Evaluation

Checklists.

Evaluators use checklists based on an individual's role in the program to identify relevant stakeholders for participatory evaluation. The process typically involves creating a list of possible roles and identifying groups or individuals who fulfill each role. Program roles include policy maker, funders, program managers, program staff, and primary and secondary program beneficiaries (Birk, 2005; Fitzpatrick et al., 2004; Guba & Lincoln, 1981; Mathison, 2008). House and Howe (2000) developed a checklist to guide evaluators wishing to adopt a deliberative democratic evaluation approach. Nine items on the checklist relate to stakeholder selection based on the relevance and

importance of stakeholder interests and accurate representation of group interests and perspectives. Using checklists such as these to identify relevant stakeholders is effective if individuals in those roles are well known to the evaluator or client. This is likely to be true for stakeholders such as program managers, staff, and primary beneficiaries, but may not be true for secondary beneficiaries. Relying on key informants or program personnel for this information may produce a stakeholder group that is not representative of all relevant stakeholders. Key informants who are program personnel are unlikely to identify people with whom they have few social or professional interactions (Birk, 2005). Identifying secondary program beneficiaries or subgroups of major stakeholder groups is likely to be much more difficult and more important in socially complex program contexts (Mertens, 2008; Guba & Lincoln, 1989).

Brainstorming, nomination, and snowball sampling.

Mathison (2008) provides some practical guidelines for identifying stakeholders in evaluations. She identified program managers, content experts, service providers, service recipients, and the community as five main stakeholder groups. She recommends using snowball sampling to manage stakeholder participation by having primary stakeholders, those most directly responsible for program implementation, nominate secondary stakeholders, who are those who receive program services or members of the program community. The nomination process continues until no new stakeholder names surface. Mathison recommended that a strategy to ensure adequate representation of the stakeholder groups follow the nomination step. Representation may be satisfied by selecting more stakeholders to represent large stakeholder groups or by choosing one representative for each relevant group. Guba and Lincoln (1989) suggested a similar process for identifying stakeholders based on a nomination process. They proposed that the evaluation client nominate an initial list of stakeholders, which is reviewed by all members on the list, who then suggest additional stakeholders. The authors recommended advertising in local media outlets to allow people to select themselves as stakeholders.

Stakeholder analysis.

Patton (1997b) suggested selecting stakeholders based on a stakeholder analysis approach that was adapted from stakeholder mapping techniques used in strategic planning and management (Bryson, 2004; Bryson, Cunningham, & Lokkesmoe, 2002). Politically relevant primary stakeholders are selected based on their relative stake and their level of program support or opposition (Figure 3). This technique maximizes cooperation during evaluation implementation by engaging stakeholders who have high stakes in the program and minimizes the potential for bias and interference by engaging both program supporters and detractors.

	Stakeholders' Inclination Toward the Program		
	Favorable	Neutral or Unknown	Antagonistic
High Stakes			
Moderate Stakes			
Low Stakes			

Figure 3. Stakeholder analysis: Stake and opinion. (Source: Patton, 1997b, p. 344)

King (2005) embedded stakeholder selection in program context analysis for Alkin and Christie's (2005) study of evaluation theories. King engaged in "reconnoitering" (p. 87) in order to better understand the program context and identify relevant stakeholders. She established specific criteria for selecting members of the evaluation team, requiring "one evaluator of Hispanic background who is fluent in Spanish, someone who has taught in a similar program, someone knowledgeable about evaluating collaborations, and someone with expertise in educational testing and statistical analysis" (p. 88). Clearly, King based these criteria on the evaluation capacity building goals of the evaluation and on program objectives and context.

Research on Stakeholder Selection in Collaborative Activities

Stakeholder Selection and Decision Making

Nutt's (2002) study of 400 decisions made by government agencies, private businesses, and non-profit organizations in North America and Europe emphasized the

important role of stakeholder selection in organizational decision-making. Nutt defined successful decisions as those that were used or implemented within two years of when the decision was made. This conceptualization of use is analogous to implemental use of evaluation findings. Nutt attributed successful decision making to the discovery phase of appreciative inquiry, when managers "reconcile the claims of stakeholders and network with people who can block the decision (in order) to uncover and appreciate their interests and their ideas." (p. 257). He proposed using stakeholder assessment to identify key stakeholders to be participants in focus groups that were conducted to uncover their interests or claims. This stakeholder assessment technique created four classes of stakeholders by plotting their importance against their position relative to the issue (Figure 4). Nutt recommended populating focus groups with antagonists defined as stakeholders who are the most important to implementing a program and who are most opposed to the issue. It is clear from this approach to selection that the goal of stakeholder analysis in this context is building coalitions to support decisions, rather than transforming or empowering less powerful stakeholder groups.

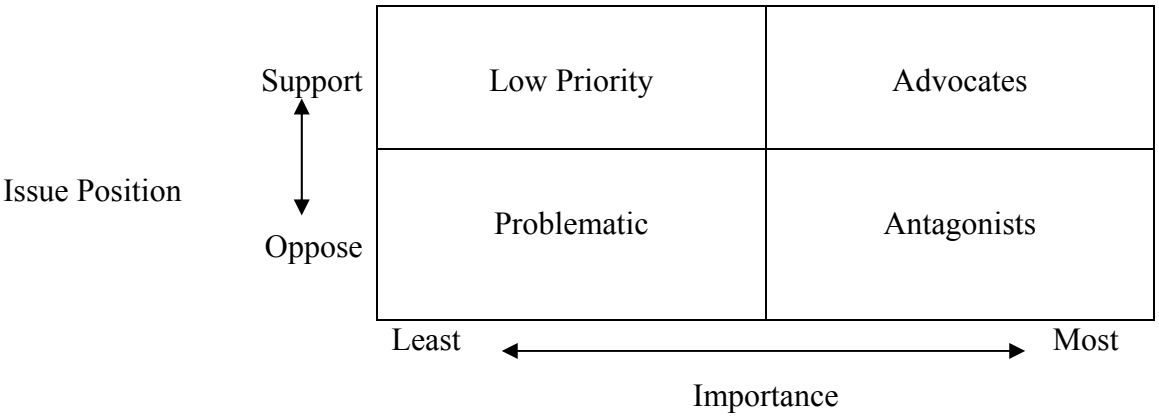

Figure 4. Stakeholder classes: Issue position and stakeholder importance (Adapted from Nutt, 2002, p. 83)

Stakeholder Selection and Representation

A study of stakeholder representation in a collaborative tourism planning project in Brazil examined the perceptions of participating and nonparticipating stakeholders

concerning the adequacy of stakeholder representation (de Araujo & Bramwell, 1999). Participating stakeholders were members of government agencies or groups with a public mission. The nonparticipating group consisted of members of the private sector. Two-thirds of the participating stakeholders believed that all relevant parties were represented in project planning meetings. Only one-third of the non-participating stakeholders expressed the same view. Both groups believed that private sector representatives and regional nongovernmental organizations (NGO) and community groups should have been involved in planning but were not. This case illustrates the difficulty in determining adequate representation of stakeholders in programs that influence many different stakeholder groups.

Summary

Addressing the information needs of relevant stakeholders is a hallmark of good evaluation practice. Its importance is emphasized in the Guiding Principles for Evaluators (American Evaluation Association, 2004) and in the Program Evaluation Standards (Sanders, 1994). However, neither provides adequate guidance for determining the optimal type and number of stakeholders. Rodriguez-Campos (2005) recommends limiting participation to six members "to maximize the benefits of their contributions." (2005, p. 13). The characteristics of the ideal stakeholder are likely to be highly context-specific in participatory evaluation. Who is relevant will depend on the evaluation approach, the expected role of the stakeholders in the evaluation, the object of the evaluation, and the program's social and political contexts. Managers and consultants in business, non-profit organizations, and in participatory development projects use stakeholder analysis to select relevant or key stakeholders. However, there is little evidence that any type of formal stakeholder or context analysis is used routinely for stakeholder selection in participatory evaluation. It is unlikely that a universal set of stakeholder relevance criteria could be created that would be useful for every participatory evaluation. However, identifying defensible stakeholder relevance criteria and developing systematic approaches for applying them is possible and likely to be useful to practitioners, consumers, and researchers in participatory evaluation. When

resources are limited and decision cycles are short, there may be additional pressures on the evaluator to restrict the number and types of stakeholders. This may be a case of false economy however, since if the views of some stakeholder groups are excluded, the usefulness or validity of the evaluation findings may reduced. A systematic approach to stakeholder selection has the potential to make stakeholder selection more efficient, credible, and equitable. Dissemination and use of evaluation findings may increase due to identification of a wider and more connected network of stakeholders who are potential users and champions of program evaluation results. Use of explicit criteria for stakeholder relevance and a systematic selection process would reduce the potential for bias and exclusion of important but under-represented or hidden stakeholder groups and increase the utility and validity of evaluations and their findings.

CHAPTER 3

METHODOLOGY

Chapter Three describes the data collection and analysis methods used in this study. It includes descriptions of the sampling methods for selecting the study participants, the interview process, and coding approaches used to describe cases, identify concepts, and develop connections between lower and higher level concepts (Corbin & Strauss, 2008). The purpose of the study was to identify the factors that influence stakeholder selection in participatory evaluation practice. The interview questions were designed to collect data about stakeholder selection practices based on the experiences of evaluators who conduct various forms of participatory evaluation.

Sampling Methods

The goal of the sampling strategy was to identify practicing evaluators who conduct participatory evaluations. The types of participatory evaluations included in the study were limited to pragmatic-participatory, utilization-focused, empowerment, transformative, and responsive evaluations. The initial sampling approach to identify potential study participants involved asking participatory evaluation theorists to nominate practitioners who they believed successfully applied their theory or approach to participatory evaluation. A second, more direct approach was used when the first sampling strategy produced only three evaluation theorists and one evaluation practitioner who were willing to participate in the study. The second sampling approach involved inviting evaluators who were members of the Canadian Evaluation Society (CES) and the American Evaluation Association (AEA) to participate in the study. Table 1 provides a timeline for the key activities involved in both of the sampling procedures and data collection.

Table 1
Sampling Strategies and Data Collection Timeline

Date (2008)	Actions
	Sampling Plan A: Theorist nominations
March 25-27	Emailed 8 theorists to ask them to nominate practitioners
April 8	Emailed reminder to theorists
April 10-16	Research background and consent forms emailed to nominees
April 17-27	Interviews with two theorists and one nominee
May 27	Interview with one theorist
	Sampling Plan B: Invitation to practitioners
May 14- 21	Sampling modifications approved by IRB[1]
May 13-19	AEA[2] approved using the AEA CPEE-TIG[3] membership list
May 25	Invited 1,700 CES[4] members via weekly electronic broadcast
May 27	Received responses from 2 CES members
June 2	Received AEA CPEE-TIG membership email address spreadsheet
June 3	Emailed 841 invitations to non-student CPEE-TIG members
June 10 - July 9	Interviewed AEA CPEE-TIG members
August 28	Received final interview transcript from transcription service
Oct 13-17	Sent 21 case summaries to study participants for accuracy checking
Oct 13-Nov 23	Corrected case summaries based on feedback from 12 participants

Note. [1]IRB = Institutional Review Board. [2]AEA = American Evaluation Association. [3]CPEE-TIG = Collaborative, Participatory, and Empowerment Evaluation Topical Interest Group. [4]CES = Canadian Evaluation Society.

Sampling Plan A: Theorist Nominations

This study began by asking well-known theorists to nominate practitioners of major forms of participatory evaluation. The major approaches to participatory evaluation and the theorists associated with each approach were identified through a review of the participatory evaluation literature, which was described in Chapter Two. Eight theorists associated with pragmatic, utilization-focused, transformative, empowerment, or responsive evaluations were asked to nominate three to five experienced, field-based

evaluators who they believed successfully applied their participatory evaluation theories. The nomination email sent to evaluation theorists is included in Appendix A. Since participatory evaluation has many different names, each form of participatory evaluation to be included in the study was listed in the invitation.

When interested theorists or their nominees replied and indicated they would participate in the study, they were sent an email, which included the background information for the study (Appendix B) and the University of Minnesota's Institutional Review Board consent form (Appendix C). The background information included the definition of stakeholder participation used in the study, the interview protocol, and the requirement that they had conducted the evaluation within the last three years. This sampling strategy resulted in four individuals, three of whom were the theorists that were contacted initially. Since this sample was too small and homogeneous to support the study, the sampling strategy was modified to recruit a larger and more diverse group of evaluators. The three theorists and one nominee who indicated they would participate in the study as a result of the initial sampling plan were included as study participants.

Sampling Plan B: Direct Invitation to Practicing Evaluators

The second sampling method involved directly inviting evaluators to participate in the study. Email invitations were sent to members of CES and AEA, which are the two largest evaluation associations in North America. The selection criteria used in this approach were less restrictive than the selection criteria used in the first approach to recruiting participants.

Invitation to CES Members

The CES webmaster, Benoit Gauthier, graciously included the invitation (Appendix D) in the weekly CES electronic newsletter to the approximately 1,700 members of the CES. Restricting the invitation to members with a specific interest or expertise in participatory evaluation was not possible since the CES is organized around provincial or regional chapters rather than by evaluation specializations. The requirement that the evaluation had been conducted within the last three years was eliminated from

the invitation. Evaluators qualified for participation if they were experienced, field-based practitioners who had conducted a participatory evaluation that they could discuss in detail. Evaluators themselves decided what it meant to be an experienced evaluator. The same types of evaluations were identified under the broad umbrella of participatory evaluation as in the Sampling Plan A. Stakeholder participation was defined more liberally than previously, eliminating the requirement that program stakeholders must have been involved in a certain number of specific evaluation activities. Participation was defined as involvement in planning, implementation, and/or reporting as a member of an evaluation advisory group or evaluation implementation team. Two CES members responded to the invitation but only one maintained contact through to the completion of an interview. The consent form was modified slightly to ask study participants to provide the following information: name; date; desired level of participation (interview only, interview plus internet-based focus group, or undecided); three possible interview dates and times; time zone; and phone number. Of the 22 people who participated in the study, 6 limited their involvement to the interview, 8 indicated they would participate in the interview and focus group and 4 were undecided. One participant did not provide information about a preferred level of involvement in the study. The three theorists and one nominee received the original consent form, which did not include an option to choose a desired level of involvement in the study.

Invitation to AEA Members

The AEA Executive Board, in consultation with the co-chairs of the CPEE-TIG permitted the use of the TIG membership list of 841 non-student members for recruiting study participants. In order to receive permission to use the member list, the Executive Board required a written request and description of the study (Appendix E), the original IRB submission, interview protocol, letter of invitation to the TIG members, and body of the email reminder to TIG members. Permission was contingent on approval of the modified IRB request. Once the AEA Executive Board received this information, it took approximately one week to receive permission to use the membership list. The invitation, recruitment criteria, definitions of participatory evaluation and participation, and consent

forms were essentially the same as those used for the CES recruitment. Invitations were undeliverable to eight of the email addresses. Five people responded positively to the invitation but did not return consent forms and so were not included in the final interview group. Seventeen individuals agreed to participate in the study as a result of the AEA CPEE-TIG invitation.

Combining both recruitment protocols resulted in the participation of 22 individuals in the study. This sample of participatory evaluators included 3 theorists, 1 theorist-nominee, 1 CES member, and 17 members of the AEA CPEE-TIG. Table 2 summarizes the similarities and differences in study characteristics that resulted from the two different sampling approaches.

Table 2
Common and Unique Study Characteristics Based on Sampling

Forms of Participatory Evaluation Included	
Common to both methods:	Empowerment, transformative, practical or pragmatic, utilization-focused, responsive, collaborative
Definition of participation	
Common to both methods:	Requires involvement of nonevaluator stakeholders
Unique to Sampling Plan A[1]:	Involvement in at least two of these activities: 1) developing evaluation questions 2) choosing or designing data collection methods 3) providing data about the program 4) collecting data 5) analyzing and/or interpreting data 6) producing or presenting evaluation findings.
Unique to Sampling Plan B[2]:	Involvement in planning, implementation, and/or reporting as a member of an evaluation advisory group or implementation team.
Evaluator Qualifications	
Common to both methods:	Experienced, non-student evaluators
Unique to theorist's nomination:	"field-based practitioners who have successfully conducted participatory evaluations"
Unique to Sampling Plan B:	Evaluator defines "experienced" and "field-based"

Time Frame Limits	
Common to both methods:	The evaluation was conducted recently.
Unique to Sampling Plan A:	The evaluation was completed in last 3 years.
Unique to Sampling Plan B:	The evaluation was recent enough to be described in detail.
Interview Questions	
Common to both methods:	1) What selection criteria or considerations did you use to choose evaluation participants? 2) What methods or techniques did you use to identify and select stakeholders? 3) What factors influenced the stakeholder selection? 4) How did you know if you selected the right stakeholders?
Unique to Sampling Plan A:	1) What stakeholders should have participated in the evaluation, but did not?
Unique to Sampling Plan B:	1) In what programmatic areas do you usually work? 2) How long have you been conducting participatory forms of evaluation? 3) What did stakeholders do as part of the evaluation? 4) What were you hoping to accomplish by involving stakeholders in the evaluation? 5) What advice would you give to colleagues for selecting relevant stakeholders?

Note. 1) Sampling Plan A involved asking evaluation theorists to nominate evaluation practitioners. 2) Sampling Plan B involved directly inviting members of the Canadian Evaluation Society and the American Evaluation Association's Collaborative, Participatory, and Empowerment Evaluation Topical Interest Group.

Data Collection

Evaluators who were interested in participating in the study completed and returned consent forms, which specified three preferred interview dates and times and a phone number where they could be contacted. One of the three dates was selected by the researcher and participants were notified of the interview date and time by email. All of the interviews except one were conducted by telephone since the study participants lived in 14 different states and 1 Canadian province. Table 3 contains a list of the participants' home states and provinces. The timing of the interviews did not coincide with any

national or international evaluation conferences, which might have gathered many of the participants at one place and time, and allowed in-person interviews. Since the dissertation research was supported primarily by personal funds, the budget and deadlines did not allow travel to each participant in order to conduct in-person interviews.

Table 3
Distribution of Study Participants by State or Province

U.S. state or Canadian province	Number of participants
Ontario	3
Colorado	1
Kansas	1
Louisiana	1
Massachusetts	1
Michigan	2
Minnesota	4
Nebraska	1
New York	1
Oregon	1
Rhode Island	1
South Carolina	1
Virginia	2
Washington	1
Wisconsin	1
Total number of participants	22

Each CES and AEA member received interview questions in the initial invitation, before they agreed to take part in the study. Knowing questions in advance allowed evaluators to select an appropriate case for the interview and to gather the necessary field notes or evaluation reports to help them respond fully to the interview questions. Since there was a time lag between the initial invitation and the actual interview, the entire evaluation protocol was reviewed with participants at the start of the interview. Each

interview was digitally recorded with permission from the interviewee, using an Olympus DM-20 digital voice recorder plugged directly into the telephone base with a RadioShack Telephone Recording Control (Model 43-228A) device. Notes were taken during the interview using an interview template that consisted of the interview questions and one page of blank space per question to record the main points of each response. Interviews lasted approximately one hour. Each interview was saved as a WMA (Windows Media Audio) file and uploaded using a file transfer protocol (FTP) to a secure Internet site maintained by the transcriptionist. When an interview file was available for transcribing, it was emailed to the professional transcriber hired for the research study. The transcriber downloaded the file from the site and produced a verbatim transcription in Microsoft Word format. The completed interview transcript was uploaded by the transcriber to the same Internet site, where it was available for downloading to the researcher's computer. It was necessary to upload and download each file to a website since each file was too large (7 to 18 megabytes) to transfer efficiently using email. The researcher checked the accuracy of transcriptions by reading each transcript while listening to its audio file, and correcting the transcription as needed. All interviews took place between April 17 and July 9, 2008.

The initial research plan called for a web-based focus group as a follow-up to the interviews to clarify and elaborate the issues raised during interviews. The focus group was planned as a means to achieve theoretical sampling (Corbin & Strauss, 2008) to ensure saturation of concepts developed from a grounded study approach. Once all of the interviews were analyzed, and in consultation with the dissertation advisors, the focus group was eliminated as an additional data collection strategy. This was due in part to technical problems relating to website access and data retrieval but also because, as noted earlier, relatively few (8 of 22) study participants agreed to take part in both the interview and the focus group. More importantly, the initial analysis of the interview data provided enough data to support a thorough investigation of stakeholder selection in participatory evaluation. Because the focus group discussions were eliminated, the individual interviews made up the entire dataset for the study.

Checking for Accuracy

A case summary was created from each interview transcript. For this study, the case is the interview since it is the only source of data about each evaluation. Between October 13 and 17, each study participant received their own case summary (Appendix F) and each study participant was asked to review it and correct or add missing information. Since only one evaluator asked to receive a copy of the transcript, the member check process may have been hampered since evaluators relied solely on their memories to check for case summary accuracy. Between October 13 and November 23, approximately 50% (12 of 22) of the participants returned corrected case summaries and each summary was updated to reflect their feedback. Cases were included in the study even if the study participant did not return their case summary. Table 4 contains all of the case attributes and value choices included in the case summaries used for accuracy checking.

Table 4

All Attributes and Value Choices Included in Case Summaries

Attributes	Value choices
1. Primary profession of the evaluator	Academic, Evaluator
2. Gender of the evaluator	Male, Female
3. Evaluator's years of experience	1-5; 6-10; 11-15; 16-20; 21-25, 26+
4. Evaluator's stance	Internal, External
5. Program type	Education, Health, Social service
6. How long did the evaluation take (yrs)?	Less than 1, 1, More than 1, On-going (currently in year X of Y)
7. Program scope	Local, State, Regional, National
8. Number of program sites	Single, Multiple
9. Type of evaluation	Summative, Formative, Developmental
10. Primary rationale for participation	Empowerment, Pragmatic, Transformative, Utilization,

Attributes	Value choices
	Evaluation Capacity Building
11. Evaluation funding source	Federal, State, Local public funds, Foundation, Other private funding
12. Number and function of the evaluation group	Work group/team, Advisory, One group that acted as both an advisory and work team, Two distinct groups
13. Size of the evaluation advisory group	1-5; 6-10; 11-15; 16-20; more than 20
14. Size of the implementation group	1-5; 6-10; 11-15; 16-20; more than 20
15. Were members added to the evaluation group as needed? If so, where?	No; Yes; Yes-advisory; Yes-implementation
16. Were program beneficiaries included in the evaluation group? Is so, where?	No; Yes; Yes-advisory; Yes-implementation
17. Who was primarily involved in each of these "key moments and decisions in the evaluation process"? (Modified from Burke, 1998, p. 47)	
a) Assembling the team	Evaluator, Stakeholders, or Both
b) Planning-evaluation questions	Evaluator, Stakeholders, or Both
c) Planning-data collection methods	Evaluator, Stakeholders, or Both
d) Collecting data	Evaluator, Stakeholders, or Both
e) Data synthesis/analysis	Evaluator, Stakeholders, or Both
f) Data-sense making	Evaluator, Stakeholders, or Both
g) Making recommendations	Evaluator, Stakeholders, or Both
h) Reporting findings	Evaluator, Stakeholders, or Both
i) Disseminating findings	Evaluator, Stakeholders, or Both
18. How does the evaluation fit the "process dimensions of collaborative inquiry"? (Weaver & Cousins, 2004)	
a) Who controls technical evaluation decisions?	1=Evaluator, 3=Shared, 5=Stakeholders
b) Depth of participation of non-evaluator stakeholders in technical	1=consultative to 5=deep involvement

Attributes	Value choices
tasks	
c) Diversity of stakeholders selected for participation	1=limited to 5=diverse
d) Manageability of evaluation implementation	1=manageable to 5=unmanageable
e) Power relations among participating stakeholders	1=neutral to 5=conflicted

The case attributes and their actual values formed the basis for data queries and comparisons to describe the similarities and differences among processes and stakeholder selection criteria among the cases. The variations within these attribute and the influence of attribute values on stakeholder selection are discussed in Chapter Four.

Data Analysis

Six of the 22 interviews were excluded from the study. One was excluded after receiving feedback from the evaluator that made it clear that the program being evaluated was participatory, but the evaluation was not. Five cases were excluded from the study because they lacked sufficient detail about the specific evaluation to fully respond to the interview questions. Two of the five cases were excluded because they contained general information about several evaluations rather than specific and detailed information for one evaluation. These interviews did not provide enough contextual information about the evaluations to understand the influence of context on the stakeholder selection process. One of the cases was excluded because the evaluator discussed the evaluation from the perspective of evaluation management rather than implementation, which resulted in a lack of sufficient detail to describe stakeholder selection. Two of the cases were excluded because they were in the very early stages of implementation, so that the stakeholder selection process was incomplete, which made it difficult for the evaluator to respond fully to the interview questions. See Appendix G for a summary of each of the cases included in the study.

Evaluator Demographics

Three-fourths (12 of 16) of the study participants are women (Table 5), which is slightly higher than percentage of women members (67%) of the AEA (Member Scan Results, p. 5 www.eval.org). More than half (62% or 10 of 16) of the study participants are experienced evaluators with more than ten years of experience in participatory evaluation. Most (94% or 15 of 16) of the participants are external evaluators and 9 of 16 (56%) are independent evaluators. The remainder (44% or 7 of 16) is employed by a university and conduct evaluations in addition to their work as a university faculty member.

Table 5
Characteristics of Study Participants (N=16)

Case #	Gender	Years of experience	Stance	Profession
1	Female	16 to 20	External	Academic
2	Female	6 to 10	Internal	Independent
4	Female	More than 26	External	Academic
6	Female	6 to 10	External	Independent
7	Female	16 to 20	External	Academic
8	Female	11 to 15	External	Independent
10	Female	More than 26	External	Independent
11	Male	6 to 10	External	Independent
13	Male	11 to 15	External	Academic
14	Female	6 to 10	External	Academic
15	Female	16 to 20	External	Independent
16	Male	6 to 10	External	Independent
17	Female	6 to 10	External	Independent
18	Female	11 to 15	External	Independent
20	Female	11 to 15	External	Academic
21	Male	21 to 25	External	Academic

Evaluation Context

The 16 cases included in this research study consisted of evaluations of seven education programs, seven social service programs, one public mental health program, and one program budgeting process (Figure 5). The educational evaluation cases included K-12, early childhood, post-secondary education, and non-formal youth development

programs. The social service cases included two programs for homeless youth or adults, two child welfare programs, and one program each in foster care, services for the disabled elderly population, and state guidelines for child support payments. The remaining two cases involved evaluations of mental health services for children and a budget allocation process for a nationally funded science research program.

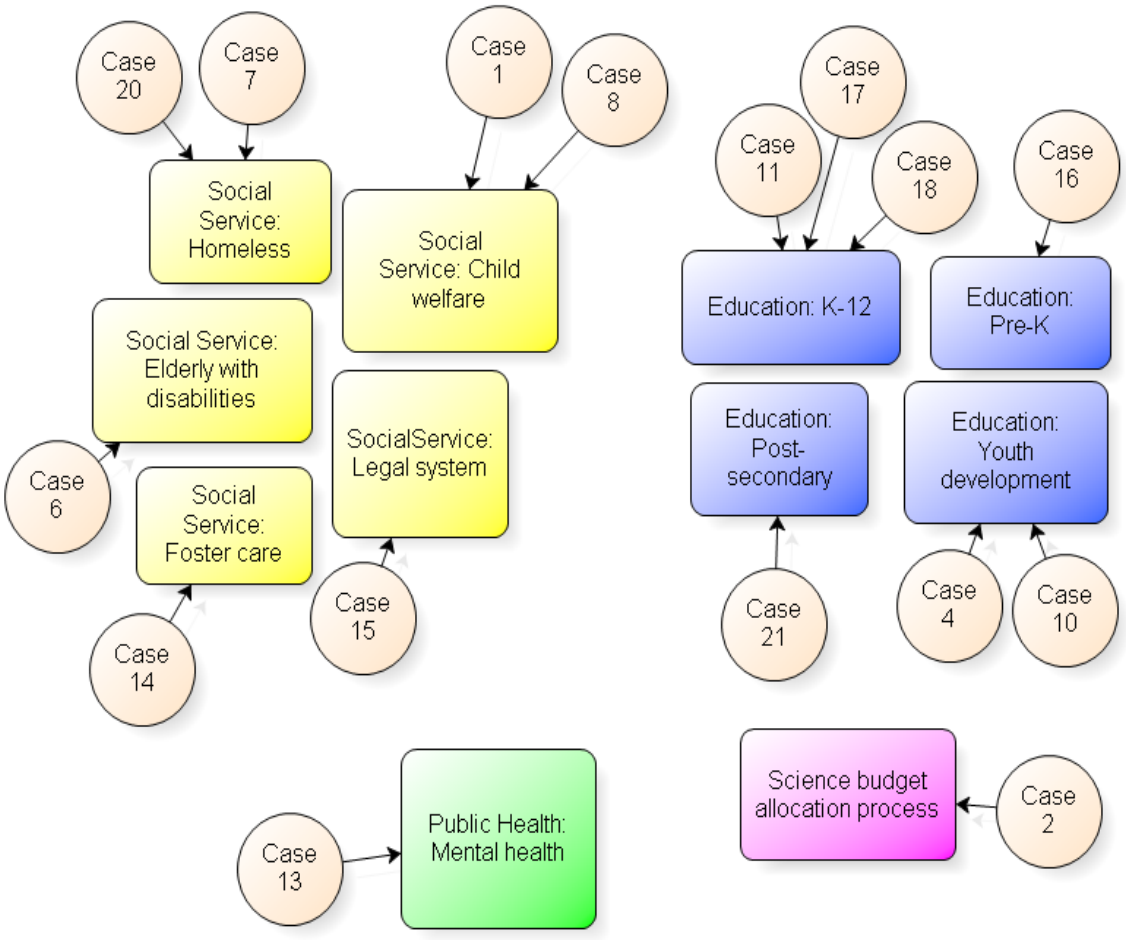

Figure 5. Distribution of cases based on program type.

Table 6 describes the evaluation contexts of the cases included in the study. The programs were local in scope for fewer than half (44% or 7 of 16) of the evaluations. These cases were conducted within a city, neighborhood, or school district. The remainder of the cases involved evaluations of state programs (19% or 3 of 16), and

regional or national programs (38% or 6 of 16). Almost all (81% or 13 of 16) of the evaluations took place over a period of more than one year. Six of the evaluations were on-going and had completed at least two years of a multi-year evaluation. Most of the cases (69% or 11 of 16) involved multi-site evaluations. Less than half of the evaluations (44% or 7 of 16) were funded by state or federal grants and the remainder were supported by foundation grants (31% or 5 of 16) or directly from program funds (25% or 4 of 16). Most evaluations (75% or 12 of 16) were formative in nature, conducted to improve program implementation and outcomes. Four evaluations were summative evaluations, which were conducted to determine program continuation.

Table 6
Characteristics of Program and Evaluation Contexts (N=16)

Case #	Program scope	Duration (years)	Sites	Funding	Evaluation Purpose
1	National	On-going	Multiple	Foundation	Formative
2	National	1 to 2	NA	Program	Summative
4	National	1	Multiple	Program	Formative
6	State	2 of 5	Multiple	State	Formative
7	State	3	Multiple	Foundation	Formative
8	National	3	Single	Federal	Summative
10	National	1	Multiple	Federal	Formative
11	Local	4	Multiple	Federal	Formative
13	Regional	5 of 7	Multiple	Federal	Summative
14	Local	3	Single	Foundation	Formative
15	State	1	Multiple	Federal	Summative
16	Local	7 of 7	Multiple	Program	Formative
17	Local	4 of 5	Multiple	Federal	Formative
18	Local	3	Multiple	Foundation	Formative
20	Local	1 to 2	Single	Foundation	Formative
21	Local	Year 2	Single	Program	Formative

Coding Strategies

Qualitative data analysis software (Nvivo 8 published by QSR International) was used to organize and code data, following a data analysis strategy appropriate for a grounded theory study. Since data were collected using a semi-structured rather than an unstructured interview protocol, an initial set of *parent* nodes was created that were

derived from the interview questions before reading the first transcript (Miles & Huberman, 1994). Parent nodes are nodes that form the highest or most general analytical level in a hierarchical node structure. Subsequent analysis involved creating *child* nodes, which are or sub-categories of nodes that reflect the variations in the responses to interview questions. Using child nodes to code text was more in line with open coding typical of grounded theory research (Corbin and Strauss, 2008; Creswell, 1998). Table 7 illustrates this approach by listing the name and description of one of the parent nodes derived from an interview question and the child nodes for that parent node. The data were analyzed by reading each transcript and coding sections of text into the appropriate parent node. All of the interview data were then queried for text coded at a particular parent node and the output was coded to new or existing child, parent, or *free* nodes. Free nodes identify themes or ideas that do not appear to be associated with any other node. In most cases, text was coded at both the parent and a child node. Nodes changed over the course of the analysis to reflect the changing characteristics of concepts and an evolving understanding of those concepts.

Table 7
Parent and Child Nodes from one Interview Question

Node Type	Node Name	Node Description
Parent 1	Relevance	What makes a potential stakeholder relevant for selection?
Child 1-1	Access to data	The person provides access to data or data sources.
Child 1-2	Availability	Select people who have the time to participate. See also number of sites, program scope. Includes 'Workload'.
Child 1-3	Beneficiary	The program client, end-user, customer.
Child 1-4	Compatible	Can the selected stakeholders work together?
Child 1-5	Data users	Decision makers; Participants can use the findings; Like 'primary intended users' in utilization focused evaluation.
Child 1-6	Expertise	Specialized knowledge about the program or its context.
Child 1-7	Naysayers	People with a negative view of the program or evaluation.
Child 1-8	Personal characteristics	Listening skills, collaborative abilities, willing to speak up.
Child 1-9	Perspective	Views/experience with the program, its context, goals, or target population.
Child 1-10	Power, clout	Powerful people; includes 'Leaders'.
Child 1-11	Role	The person's role or job title in the organization, program, or evaluation made them relevant to include.
Child 1-12	Stake	Who will the program or its evaluation impact? "Passionate", "Advocate" and "Interested" are merged into this node.

Corbin and Strauss (2008) described data analysis in grounded theory as "breaking data apart and delineating concepts to stand for blocks of raw data" through open coding followed by "relating concepts/categories to each other" through axial coding (p. 198). This approach to data analysis is often presented as two distinct steps in coding, in which open or descriptive coding precede axial or more topical, categorical, or analytical coding (Bazeley, 2007; Corbin & Strauss, 2008; Creswell, 1998; Miles & Huberman, 1994; Richards, 2005). The Corbin and Strauss (2008) approach was followed, which characterizes open and axial coding as simultaneous and complementary processes rather than as distinct and separate coding activities. Open and axial coding were used when creating the parent and child node structure illustrated previously in Table 7. Data that seemed to be important to understanding stakeholder selection but were not related explicitly to established parent or child nodes were coded as free nodes (Appendix H). As the analysis proceeded, free and tree nodes were rearranged and merged to reflect changes in the meaning and characteristics of concepts, as illustrated in several of the child node descriptions in Table 7. For example, the nodes *convenience* and *critical* were initially created to describe two types of sampling approaches evaluators used to select stakeholders to participate in the evaluation. As additional transcripts were analyzed, it became apparent that evaluators used other sampling strategies that did not fit either strategy. In these situations, the more general node *sampling* was created to capture these variations. The distinctions among types of sampling approaches were not lost since the data could be queried for text coded at *sampling* to retrieve that information.

A report summarizing the nodes and coded text for each interview was created following the analysis of the first six interviews. This provided an opportunity to review the emerging categories of data in the free and tree node structure to begin to identify possible connections among concepts (Bazeley, 2007). This report was used to reflect on issues and concepts that came from the data that could be elaborated in the focus group discussion, which at that time, was still part of the research protocol. These issues influenced the subsequent analysis of the data and served as a guide to theoretical sampling to achieve saturation of the emerging concepts (Corbin & Strauss, 2008). For instance, the early analysis revealed that several evaluators used multiple evaluation

groups in their participatory evaluations. This idea was used to probe more deeply in subsequent interviews to find out if others approached stakeholder participation in the same way and to examine their views of involving multiple stakeholder groups at different times in the evaluation.

The coding process used for data analysis consisted of reading the entire transcript and coding text at broad categories (parent nodes in the tree structure), followed by reading the text coded at the parent node and coding that text at child nodes of the parent node. Parent and child nodes reflect similarities and differences in stakeholder selection for each case. Memos created in a research journal within Nvivo were used to record the progress of the analysis. Interpretations of data and emerging concepts were connected to the data by coding the memos to parent or child nodes. Coding the memos provided a way to gather and review ideas or questions about a particular concept by querying the memos. The matrix query option in NVivo was used to identify patterns in the data, such as the inclusion of program beneficiaries as evaluation team members based on the rationales for participation. Case attributes were useful to describe the demographics of study participants and to understand some of the limitations of the study. The results of the analysis of the interview data are presented in the following chapter.

CHAPTER 4

RESULTS

This study describes stakeholder selection as it occurred in practice in participatory forms of evaluation. Chapter Four contains a summary of the analysis of the criteria and processes used to select stakeholders for evaluation teams and the factors that influenced stakeholder selection. Twenty-two evaluation practitioners provided the data for the study through individual phone interviews and sixteen cases were retained for the analysis. Cases were included in the analysis if the discussion focused on one participatory evaluation that had been conducted by the evaluator and if there was a sufficient level of detail available to answer the research questions. Each interview focused on the following questions:

1) What factors influence stakeholder selection?
2) What criteria determine stakeholder relevance?
3) What processes do evaluators use to select stakeholders for evaluation teams?

In this study, stakeholder selection was analyzed in terms of the stakeholder groups that were selected to participate on evaluation teams. Five stakeholder groups were created during the analysis phase of the study based on the study participants' descriptions of who participated in the evaluation. Their responses were compared to the stakeholders categories described in the evaluation literature (Fitzpatrick, Sanders, & Worthen, 2004; Guba & Lincoln, 1989; Mark & Shotland, 1985; Mathison, 2008; Weiss, 1983b). The five stakeholder groups or categories used for the analysis were 1) program end-user or beneficiary, 2) program staff, 3) program manager, 4) organizational representative, and 5) community member. Program end-users or beneficiaries are the people who receive products or services from a program or those who are related to them, such as parents of students in an educational program. Program staff members are the individuals who volunteer or are employed by the program to create or provide products or services. Program managers are those responsible for the day-to-day and long-range program planning and administration, including making technical, financial, and personnel decisions that affect programming. Organizational representatives include the

evaluation client, program funder, and staff or managers who work for the organization that administers the program. Community members are those people who are part of the social or professional community outside the boundaries of the program's parent organization, who directly or indirectly interact with or are affected by the program.

The Influence of Rationales for Participatory Evaluation

The two main categories and four subcategories of rationales for participatory evaluation used in the study describe the intended outcomes of participatory evaluation. The rationale categories were created from the study participants' responses when they were asked what they hoped to accomplish by using a participatory approach for the evaluation. Responses were grouped into the two main or higher level rationale categories (pragmatic or values-based) based on an adaptation of Weaver and Cousins' (2004) distinctions of pragmatic, political, and epistemological "goals and interests of collaborative social inquiry" (p. 2). Pragmatic rationale was subdivided into two subcategories of rationale (1) *improved data or evaluation processes* and 2) *increased utilization*). The values-based rationale was subdivided into the subcategories *empowerment* and *transformation* of social systems. The rationales discussed in this study are illustrated in Figure 6. Table 8 lists the case number, program name, rationales, and stakeholder groups selected for each case included in the study. The remaining sections of the chapter describe stakeholder selection when the participatory evaluation was motivated by pragmatic and values-based rationales.

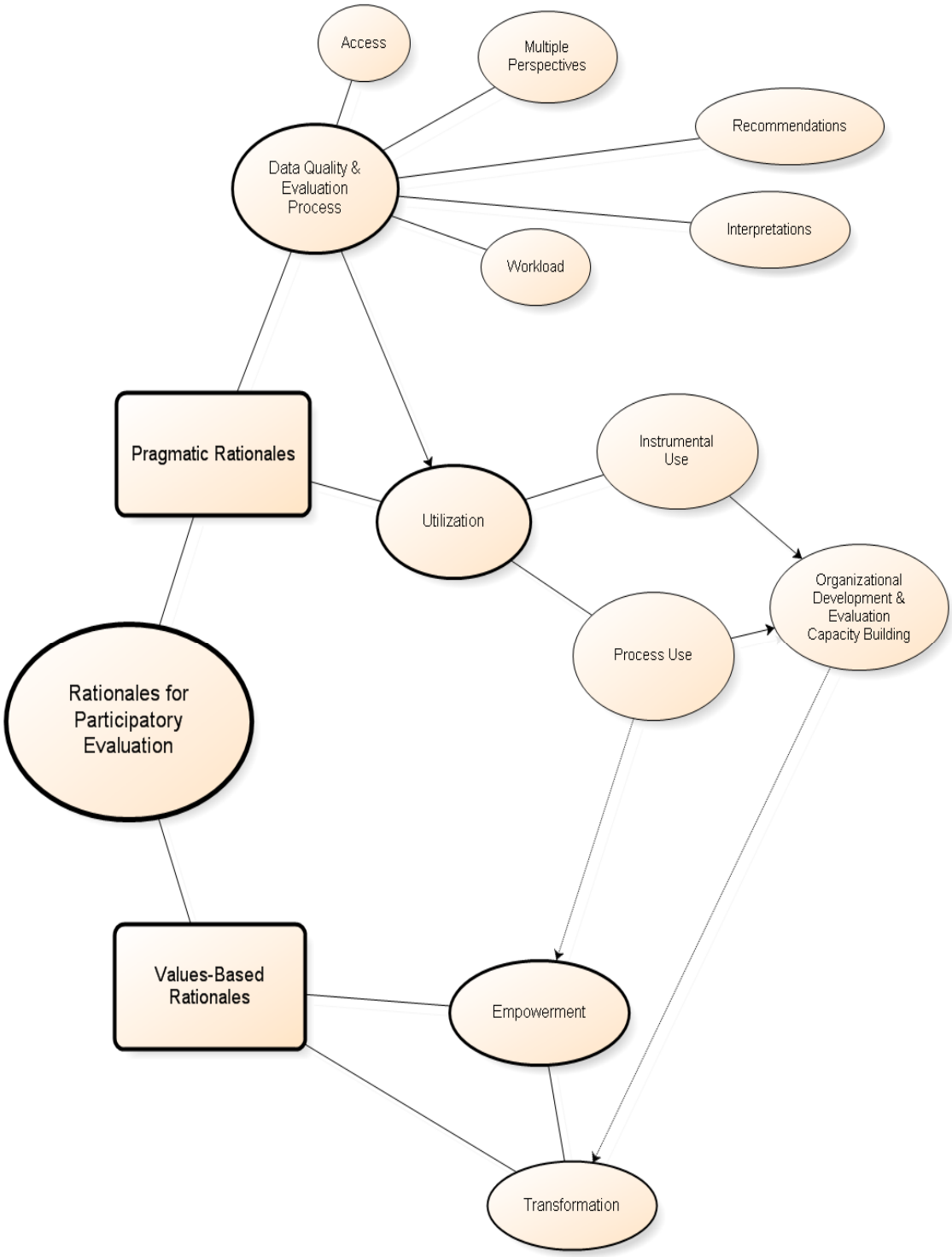

Figure 6. Pragmatic and values-based rationales for participatory evaluation.

Table 8

Rationales and Selected Stakeholders for all Cases (N=16)

Case #	Program Name	Rationales		Stakeholder Groups Selected for Evaluation Teams				
		Pragmatic	Values-based	End-users	Staff	Manager	Org[5]	Comm[6]
1	Parents Peer Support	D[1], U[2]		Yes	Yes	Yes	Yes	Yes
2	Budget Allocation	D, U			Yes	Yes	Yes	
4	4H camp	D, U	E[4]	Yes				
6	Services for elderly	D, U			Yes	Yes	Yes	
7	Homeless prevention	D, U			Yes	Yes	Yes	Yes
8	Child Welfare	D			Yes	Yes	Yes-Client	Yes
10	Girl Scouts programs	D, U				Yes	Yes-client	
11	SSHS program	D, U		Yes	Yes	Yes	Yes	Yes
13	Children's mental health	D	T[3], E	Yes	Yes	Yes		Yes
14	Foster care	D, U	E	Yes	Yes		Yes	Yes
15	Child support guidelines	D			Yes	Yes	Yes	Yes
16	Community Action Program	D, U	T	Yes	Yes	Yes	Yes	Yes
17	STEM Partnership	D, U			Yes		Yes	
18	Community Learning Center	D, U			Yes	Yes	Yes	Yes
20	Drop-In Center: homeless youth	D	E	Yes	Yes			
21	University language program	D, U			Yes	Yes	Yes	

Note. [1]D = Improved data quality or evaluation processes. [2]U = Utilization. [3]T = Transformation or social equity. [4]E = Empowerment. [5]Org = Representative of the sponsoring organization, client, or funder. [6]Comm = Community member.

When rationale was viewed at its broadest conceptual level, consisting of pragmatic or values-based rationales, rationale appeared to influence stakeholder selection. Table 9 lists the stakeholder groups that were selected for cases with a pragmatic-only rationale (improved data quality and processes and/or increased utilization) and when the evaluation was motivated by both pragmatic and values-based rationales. All 16 cases were motivated by pragmatic goals and five cases were also motivated by a values-based rationale (empowerment and/or transformation). None of the cases was motivated only by a values-based rationale.

The first general observation that can be made from examining Table 9 is that beneficiaries were selected more often when evaluations were motivated by a values-based rationale than when evaluations were motivated only by a pragmatic rationale. The second general observation is that members of the program's sponsoring organization were selected more often when the evaluation was motivated only by a pragmatic rationale. Community members were selected with approximately equal frequency regardless of the rationale. The frequency of selection of each stakeholder group based on the rationale for participatory evaluation is described in detail following Table 9.

Table 9

Stakeholders Selected when Pragmatic-only and Pragmatic plus Values-based Rationales were Goals of Participatory Evaluation (N=16)

Case #	Stakeholder Groups Selected				
	End-users	Staff	Manager	Organization	Community
	Cases with a Pragmatic-only Rationale: Improved Data and Process or Increased Utilization (N=11)				
1	Yes	Yes	Yes	Yes	Yes
2	-	Yes	Yes	Yes	-
6	-	Yes	Yes	Yes	-
7	-	Yes	Yes	Yes	Yes
8	-	Yes	Yes	Yes	Yes
10	-	-	Yes	Yes	-
11	Yes	Yes	Yes	Yes	Yes
15	-	Yes	Yes	Yes	Yes
17	-	Yes	-	Yes	-
18	-	Yes	Yes	Yes	Yes
21	-	Yes	Yes	Yes	-
	Cases with Pragmatic and Values-based Rationales: Pragmatic plus Empowerment or Transformation Rationales (N=5)				
4	Yes	-	-	-	-
13	Yes	Yes	Yes	-	Yes
14	Yes	Yes	-	Yes	Yes
16	Yes	Yes	Yes	Yes	Yes
20	Yes	Yes	-	-	-

Program end-users were included on evaluation teams in all five (100%) of the cases that had a values-based rationale for stakeholder participation but in only two of eleven (18%) cases with a pragmatic-only rationale. Program managers were included more often on evaluation teams when a pragmatic-only rationale (10 of 11 cases or 91%) motivated the evaluation compared to when there was a values-based rationale (2 of 5 cases or 40%). Organizational representatives were included on evaluation teams in all 11 of the cases (100%) with a pragmatic-only rationale compared to only two of the five (40%) cases with a pragmatic plus values-based rationale. Community members were selected in 6 of 11 cases (54%) with a pragmatic-only rationale and in 3 of 5 cases (60%) with a values-based rationale. Rationale did not appear to influence inclusivity of stakeholder selection, measured by the average number of stakeholder groups selected for evaluation teams. Cases with a pragmatic-only rationale selected 3.5 stakeholder groups, which was approximately equal to the number of stakeholder groups selected with a pragmatic plus values-based rationale (3.2 groups).

Rationale influenced stakeholder selection in ways that are consistent with participatory evaluation theory or models when rationale is viewed at its broadest level of conceptualization. Program beneficiaries were selected more often when the evaluations was motivated by a values-based rationale, such as empowerment or transformation, and they were excluded more often when the evaluation was motivated only by a pragmatic rationale, such as increased utilization. These patterns are consistent with theory if one assumes beneficiaries have little power or decision-making authority in most programs. Participatory evaluation theory and models do not propose a direct link between stakeholder selection and improved quality of data or evaluation process for participatory evaluation. The next sections of the chapter examine the influences of sub-categories of rationale on stakeholder selection.

Pragmatic Rationales and Stakeholder Selection

When evaluators were motivated to conduct participatory evaluation for pragmatic reasons, they selected program stakeholders they thought would have a positive influence on evaluation processes or outcomes. Pragmatic rationales included the

expectation that stakeholder participation resulted in better data quality, more efficient or appropriate evaluation processes, or increased utilization of evaluation results or processes. In this study, evaluation capacity building and organization development were included in the utilization category of pragmatic rationales, since they may be viewed as particular types of utilization. The following sections describe the influence of these subcategories of pragmatic rationale on stakeholder selection.

Data Quality and Evaluation Process Rationales

Improved data quality or evaluation processes did not appear to have a common or consistent influence on stakeholder selection (Table 10). Although each of the cases listed in Table 10 was motivated by the same rationale, no common pattern of stakeholder selection emerged from the cases. However, further examination of what evaluators believed stakeholders contributed to data quality or effective evaluation processes, discussed in the following section, provides some insight into the relationship between this rationale and stakeholder selection criteria. Evaluators selected stakeholders they believed would improve data quality because 1) they had diverse program perspectives and experiences and 2) stakeholders' had knowledge of the program, context, and/or participants. Evaluators also selected stakeholders whose participation they believed would improve evaluation activities, specifically 3) data collection, 4) data interpretation and recommendations, and who would 5) improve evaluation efficiency by distributing the workload among more people.

Table 10
Stakeholders Selected when Improved Data and Evaluation Process was the Rationale for Participatory Evaluation (N=16)

Case #	Stakeholder Groups Selected for Evaluation Teams				
	End-User	Staff	Manager	Organization	Community
1	Yes	Yes	Yes	Yes	Yes
2	-	Yes	Yes	Yes	-
4	Yes	-	-	-	-
6	-	Yes	Yes	Yes	-
7	-	Yes	Yes	Yes	Yes
8	-	Yes	Yes	Yes	Yes
10	-	-	Yes	Yes	-
11	Yes	Yes	Yes	Yes	Yes
13	Yes	Yes	Yes	-	Yes
14	Yes	Yes	-	Yes	Yes
15	-	Yes	Yes	Yes	Yes
16	Yes	Yes	Yes	Yes	Yes
17	-	Yes	-	Yes	-
18	-	Yes	Yes	Yes	Yes
20	Yes	Yes	-	-	-
21	-	Yes	Yes	Yes	-

Diverse perspectives and data quality.

First, evaluators believed that creating evaluation teams made up of all possible stakeholder groups was a means of obtaining more information and more diverse perspectives abut the program, which they believed produced more credible, valid, and accurate findings. For example, an evaluation of a peer support program to improve parenting skills selected all stakeholder groups for the evaluation team. They selected parent-leaders, local, state, and national program staff, and other social service providers from the community because they believed including multiple and diverse stakeholders would produce information that was more "likely to be relevant to other people like them in their community" (Case 1). Evaluators believed that including diverse perspectives in the evaluation by selecting multiple stakeholder groups for evaluation teams improved data quality.

An evaluator highlighted the link between stakeholder selection and improved evaluation process and data quality through her statement that inclusive stakeholder selection supported "data driven decision making" and produced "richer data and better summative conclusions" (Case 11). Another evaluator described broad or inclusive stakeholder selection as a means to gather multiple perspectives on the program to guard against bias. The evaluator indicated that involving diverse stakeholder groups gave a more balanced picture of program implementation and outcomes than would occur with narrower or less inclusive stakeholder selection, as illustrated in the following quotation.

> The protection is the participation at well as its limitation. I can skew things in my own way for my own needs … the only thing that will balance that is if somebody is there to help bring a balanced [view] versus management's view versus the state auditing view … [participation is] the only thing that will keep the data honest. (Case 13)

Evaluators in this study believed that broad stakeholder selection in participatory evaluation was a way to gather multiple perspectives to ensure the validity of interpretations of data through triangulation of data sources. The evaluator of a community action program selected stakeholders for the evaluation team who had divergent views by asking staff and managers to nominate others in the organization

"who would totally disagree with what you just said" about the program (Case 16). That evaluator linked stakeholder selection to validity of evaluation findings in the following quotation.

> From a qualitative perspective, thinking about validity is different than it is when you think about it from a quantitative perspective. So being able to have multiple perspectives helps us to triangulate the truth as people see it. It helps me as an evaluator to get a better sense of having some valid conclusions about what it is I'm evaluating … we are going to have to involve a lot of people [and] get a lot of perspectives in order to get some valid answers. (Case 16)

Some evaluators indicated that broad stakeholder selection produced a more comprehensive understanding of the program. An evaluator selected program staff and community members who were advocates for children and families because "people appreciate the perspectives that they get and they know without having those perspectives at the table they're potentially limiting what they understand about what is going on" (Case 8).

The view that diverse perspectives improved data quality resulted, in some cases, in the selection of program opponents for the evaluation team. Evaluators who shared this belief saw the benefit of including *naysayers* on the evaluation team as a way to maximize the diversity of program perspectives included in the evaluation. In a case involving the evaluation of a homeless youth drop-in center, the evaluator intentionally discounted youths' opinions of the program as a selection criterion. This resulted in an evaluation team made up of some youth who "were quite critical" of the program, which was not seen as a detriment to the evaluation (Case 20). An evaluator of a homeless prevention initiative believed that the evaluation team should have included people "who would get into the legislature [and] say it's a waste of money to put money into prevention" (Case 7). The same evaluator believed that even though program opponents were not included on the evaluation team, more supportive legislators who were selected for the evaluation team accurately represented their opposing views.

Some stakeholders indicated evaluations were more efficient and focused on important program issues when stakeholders held more uniformly positive views of the

program or had similar program perspectives or experiences. The evaluation team for a youth development program consisted of program beneficiaries who volunteered to participate in the evaluation. They had "five or more years of camp leadership experience … and those folks usually are pretty passionate and will do anything they can for the camp environment" (Case 4). In another case, the evaluator and client selected program stakeholders who "had a common goal of improving [and] showcasing the program" to be part of the evaluation teams for a university institute (Case 21). The evaluator of a Community Learning Center selected program managers with insider knowledge of community politics to help select evaluation team members from the educational and social service communities who would not "conflict with each other and take time from the meeting" (Case 18). It was unclear if the basis of the potential conflict the evaluator was trying to avoid was due to conflicting views about the program or due to interpersonal issues. An evaluator felt it was important to select stakeholders who "had the best [interest] of the project in mind rather than those who wanted to grind their own ax" (Case 11). When evaluators selected stakeholders who could commit to participate in an evaluation that was likely to span several years, they may have inadvertently selected stakeholders with a positive bias toward the program. For example, stakeholders were selected to evaluate a program because the evaluator believed they would "prioritize [the evaluation] because they had a real passion for the initiative" (Case 18). In this study, evaluators had different views about the value of using diverse views and experiences as stakeholder selection criteria. Some evaluators used broadly inclusive stakeholder selection as a form of triangulation to increase validity of conclusions. Others favored narrower stakeholder selection that produced more homogeneous evaluation teams, which they believed produced a more efficient or focused evaluation.

Knowledge of program, context, and participants.

Second, stakeholders were selected because they possessed useful knowledge about the program's goals, implementation, or impact. Some evaluators selected program beneficiaries for the evaluation team because they had direct experience with program implementation and outcomes. Their experiences gave them a unique perspective on

actual, rather than intended, program implementation and outcomes. Since they experienced the outcomes of successful programs or suffered the consequences of poorly implemented ones, they contributed unique perspectives and data about program implementation and impact. In an evaluation of mental health services for children, the evaluator selected program beneficiaries who were the parents of children who received program services. The evaluator felt that parental participation was essential to "honestly and accurately reflect the thinking of the people I was supposed to be representing … representing their ideas, their concerns" (Case 13). An evaluator selected program beneficiaries to evaluate a homeless drop-in center for youth because she believed that "people from marginalized populations answer questions more truthfully and more easily" when their peers design data collection instruments and collect data (Case 20). In the same case, there was also the sense that the youth who had participated in this program contributed to the accuracy of the data because they were better able to detect when their peers were "making things up" (Case 20).

Staff members who had previously been homeless were selected to participate on the evaluation of a homeless prevention initiative because their dual perspectives and experiences as service recipients and staff "provided a counterpoint or a depth of meaning ... we might have missed [and] a way to correct inaccuracies" (Case 7). In an evaluation of the cultural specificity of social work practices of a child welfare agency, the evaluator selected staff social workers to be part of the evaluation team. The evaluator stated that it was important to gain "their varying perspectives since … the focus of the project was to track what it is about workers' practices [that was culturally specific]. So, it was obviously important that we have a worker as part of [the evaluation team] (Case 8). Program staff and managers who were "predominately those responsible for either administering or teaching in the program" were included on evaluation planning and implementation teams for the evaluation of a university's language institute (Case 21). Their experiences with program implementation and the decision-making structure and priorities of the parent organization gave them diverse and valuable perspectives on the program and its evaluation. They were included in part because the information they provided was credible to the client, who was a high-level university administrator. The

evaluator described the influence of data credibility on stakeholder selection when he selected

> the people who really know what the program is all about. They understand the organizational culture within which it is operating and they're able to inform the evaluation in such a way that the final product is something that everybody can appreciate and it resonates with them and they tend to use it. (Case 21)

In an evaluation of state-funded and county-administered services for elderly disabled people, both the county and state staff were included on evaluation teams because they had different perspectives and experiences with the issue. County staff members possessed "direct experience with participants" and state staff members had access to information about legislative action that influenced program requirements (Case 6).

Selecting program community members for evaluation teams also contributed to improved evaluation data. Evaluators of the cultural specificity of social work practices in a child welfare agency selected two social workers who were members of the larger professional community of social workers and who were not agency employees. The community-level social workers contributed to the quality of evaluative data by interpreting unfamiliar jargon for the evaluator and asking probing questions during data collection, as the evaluator described below.

> They helped … the staff social workers articulate what we were trying to pull out of them. [They would ask the staff], "So what is it about this practice that is culturally specific?" or "What is it you are actually doing here?" And so their interpretation of *socialworkness* helped me, not being a social worker [myself]. I could have taken the workers' words as is, but these two team members were really able to give it more depth and richness than I could have. They were also much more intimately involved with the workers than I was. They were able to prod them a little bit in focus groups or interviews in a way that I couldn't because I didn't quite know where to go and they were able to do that. (Case 8)

Stakeholder selection and data collection.

Some evaluators believed inclusive stakeholder selection improved data collection by establishing more trusting relationships among program stakeholders and the external evaluator, without which "people aren't willing to talk to you" (Case 14).

An evaluator stated that establishing a trusting relationship with beneficiaries through their participation on an evaluation team was essential to data collection when the beneficiaries were "vulnerable and at risk" and had a history of distrustful interactions with social service agencies (Case 13).

Evaluators believed that inclusive stakeholder selection improved access to data that was needed for the evaluation. Program beneficiaries were included on evaluation teams because they had privileged access or entrée to their peers who were program also beneficiaries. An evaluation team included parent-leaders who had a dual role of program beneficiary and program staff in order to "create access to parents to be interviewed" (Case 1). Selecting a college student who had participated in the program to be part of the evaluation team improved access to data by "enhancing participation" of program beneficiaries in focus groups and interviews because they were recruited by a peer who knew them (Case 4). In the same case, the evaluator believed that having a program beneficiary on the evaluation team improved data collection because his peers were "more comfortable in sharing about their experiences and the phenomenon" with him (Case 4).

Beneficiaries of a program that served youth aging out of foster care were selected for an evaluation advisory team because their social relationships with their peers made data collection activities more efficient and productive. The young people on the evaluation team helped evaluators develop strategies to "track down young people who had been in the program … and make [participation] attractive enough that people would … come to a focus group" (Case 14). In the same case, a program graduate was hired to be part of the evaluation implementation team because she was from the same cultural and language group as many of the program beneficiaries. Her language skills and "cultural expertise," which other evaluators lacked, improved data collection and interpretation (Case 14). An external evaluator of a drop-in center for homeless youth included program beneficiaries in evaluation planning and implementation because the evaluator believed homeless youth were unlikely to be "be very interested or willing to talk with someone like me" (Case 20). In the same case, care was taken to select program beneficiaries who represented all of the cultural groups within the target population since

"a Goth apparently isn't able to interview a Skater … so we needed Skaters to interview Skaters" (Case 20).

Including program staff or managers on evaluation teams also improved data collection by improving access to data. Since these stakeholders were accountable for program implementation, they had a "stake in getting feedback for program improvement, for making an impact on policy, [which made them] more likely to open their doors and share" valuable information (Case 7). Program managers and representatives of the program's sponsoring organization were sometimes selected as evaluation team members because their position in the organization granted them access to restricted or protected data. In a case involving evaluation of a county-administered program for disabled elderly people, it was crucial to include staff from the state agency that funded the program since the evaluators would not have been "able to pull a sample or have access to participant records without their involvement" (Case 6). In an evaluation of child welfare practices, a data analyst who was employed by the state agency that funded the program was selected for the evaluation team. Her skills and clearance to "pull the data from the state [databases and … put it together in a way that the team could analyze" made her an essential evaluation team member (Case 8). An evaluation of a state's guidelines for administering child support payments used several evaluation advisory groups. One of the groups had only limited involvement in evaluation planning or implementing. However, its members were essential to data collection because their positions in the state legal system gave them the authority to enforce special legislation that gave evaluators access to "sealed divorce records" that were needed to conduct the evaluation (Case 15).

Stakeholders, interpretation, and recommendations.

Third, some evaluators indicated that broad stakeholder participation on evaluation teams strengthened data interpretation and produced more feasible evaluation recommendations because stakeholders had a deep understanding of the program context. An evaluator described the contribution of program stakeholders' contextual knowledge to interpreting evaluation findings in the following quotation.

> So [when we] interpret the information, things come up that I wouldn't necessarily be able to put in context. People who are more intimate with the program can say, "Oh well that's probably because …" or "That might be related to …" or whatever. So I just find that part of it particularly invaluable. (Case 8)

In an evaluation of the effects of camp participation on leadership development among camp counselors, the core evaluation team consisted of several professional evaluators and one college age counselor, whose direct experience with the program helped interpret evaluation results. His participation as a co-evaluator allowed the evaluation to produce

> more authentic results because he helped check the validity of what we were trying to interpret from his experience. We got a richer analysis of the data because he wasn't afraid to stop us and say, "I think there is an alternative explanation" or "Yes, you have that right." (Case 4)

In an evaluation of a nonprofit agency's services for youth aging out of the foster care system, representatives of other social service agencies in the community were members of the evaluation team. The evaluator selected these additional service providers because their knowledge of the rules that governed youth social and health services improved interpretation of program outcomes, as described below.

> They were helpful because they brought some other viewpoints about … what sorts of services are available in the community and the barriers to accessing those services. [It was] valuable having those social service partners around the table because they could shed some light on why young people were having issues getting the kinds of support that they needed in the community. (Case 14)

An evaluator stated that selecting staff members and public policy makers for the evaluation team resulted in evaluation recommendations that produced more effective public policy. Staff members in this case contributed to the quality of recommendations by providing their perspectives of the "realities on the ground" and policy makers contributed their perspectives of the "dilemmas, constraints, and opportunities" of the public policy arena (Case 7).

Stakeholder selection and evaluation efficiency.

Fourth, a few evaluators saw broad or inclusive stakeholder selection in participatory evaluation as a way to reduce the evaluation demands on the professional evaluator and to accomplish a thorough evaluation with a limited evaluation budget. An evaluator for a community-based organization with a small budget selected program managers for the evaluation team because they had

> learned a lot about formal evaluation through working with me so, there are pieces that they do that I don't have to do. The evaluation is so complex and it's very time consuming, but I'm the only one that has the title of Evaluation Specialist who is working on it. So, without having some other people to do some things, the amount of work we have done could not have been accomplished. (Case 18)

An evaluator selected staff members for the evaluation of a street youth drop-in center because their insider knowledge about which youth would be most effective on the evaluation team streamlined the stakeholder selection process (Case 20). These staff members also helped the evaluation run more smoothly because they had trusting, long-term relationships with the youth, which enabled them to intervene successfully with the youth on the evaluation team when necessary. In another case, an evaluator selected a project director and a program officer for the evaluation team in order to reduce the evaluation workload by increasing the efficiency of data collection and analysis. While it seems logical that including more stakeholders would have further reduced the workload, the internal evaluator in this case selected only these two stakeholders to make up the evaluation team. The director's position of responsibility in the organization and his reputation among his peers made data collection more efficient because he "opened some doors" to people who would probably not have agreed to be interviewed without his involvement in the evaluation (Case 2). In the same case, the program officer's access to data and specialized analytic skills reduced the data collection and analysis demands on the evaluator and produced a more complex data analysis within a short evaluation timeline. Selecting these two program stakeholders allowed the internal evaluator to

accomplish more than she would have been able to alone or with stakeholders with less organizational influence or fewer skills, as described below.

> The main reason for [selecting them] was a resource issue. Certainly, it was a big undertaking. To do this by myself would have taken way too long. We added an extra statistical analysis [to the evaluation design] to show trends and budget changes, that on my own I wouldn't have had access to that kind of information. But because they were program people, they did. [The program officer] had some time and had really good analytical skills. She had a degree in math so she could pick things up and just do them without having us to go through a whole lot of explaining and training. (Case 2)

Summary of data and process rationales.

In summary, when improved data quality or evaluation activities were intended outcomes of participatory evaluation, evaluators chose stakeholders who they believed would improve data quality, data collection and analysis, development of evaluation recommendations, or whose position or skills increased evaluation efficiency. Evaluators indicated that maximizing the diversity of stakeholder groups on for evaluation teams maximized the program perspectives included in the evaluation, which expanded their understanding of program implementation and outcomes. Selecting multiple stakeholders was a form of triangulation that made evaluators more confident that their interpretations were accurate and their conclusions were valid. When evaluators conducted participatory evaluations in order to improve data collection and interpretation and to strengthen evaluation recommendations, they selected stakeholders whose knowledge of program goals, implementation, participants, or context would improve access to essential data. Beneficiaries and staff gained valuable program and context knowledge through their direct experiences with the program as service recipients or service providers. They contributed to the quality of the evaluation data by checking the data interpretations against their own experiences. Program beneficiaries and staff improved data collection instruments because their experience with program implementation and their relationships with other stakeholders gave them unique knowledge about what constituted effective and appropriate data collection strategies. These insights improved evaluative data quality, interpretation, and recommendations. Program managers and representatives

of the sponsoring community, client, or funder also contributed to the quality of evaluative data and processes. They provided a broader perspective on program implementation and outcomes gained from their responsibilities for long and short-term planning and their interactions with the wider program community. Their knowledge and experience helped create realistic program recommendations that supported the organization's mission. Members of the program community provided useful knowledge about how the interactions and connections between the program and members of the broader professional, cultural, and governance communities influenced program implementation and impact.

Stakeholder groups also influenced the level of participation of other program stakeholders in data collection activities or otherwise improved access to data. Program beneficiaries served as a link to their peers, which encouraged their genuine participation in data collection activities and produced more accurate and comprehensive data interpretation. In some cases, program staff members and representatives of the sponsoring organization were selected for evaluation teams because they possessed the authority or skills to make specialized or restricted databases and analyses accessible to the evaluation. Managers and organizational representatives used their influence or relationships in the organization to encourage the participation and cooperation of program staff and other stakeholders to provide useful data to the evaluators. When improved data quality or evaluation process was a rationale for stakeholder participation, stakeholders were selected based on their knowledge of the program's goals, implementation, context, and participants. Evaluators also selected stakeholders whose authority, relationships, and/or demographics or cultural similarities or relationships with other stakeholders improved access to data. There were only three cases in the study in which stakeholders were selected because they possessed data analysis (Cases 2 and 8) or other technical evaluation skills (Case 18).

Utilization Rationales and Stakeholder Selection

Improved data quality or evaluation process was not the only pragmatic rationale that motivated participatory evaluations in this study. Increased utilization was an anticipated outcome of stakeholder participation in 12 of 16 (75%) cases in the study. An evaluator summed up the connection between utilization and stakeholder participation by saying "if we wanted them to use results of the evaluation to make decisions about programming, it was very important to involve them …upfront, and in very intentional ways" (Case 18). Others emphasized the idea that stakeholder participation on evaluation teams "enhanced buy-in" which resulted in "good use of the results" (Case 4). Evaluators who believed stakeholder participation increased evaluation use selected those stakeholders whose relationship to the program gave them the ability to act on evaluation results, positively influence the credibility of the evaluation, or encourage the support or participation of other key stakeholders. Stakeholders who were selected as evaluation team members typically had influential positions in the organization or community. Some of these influential people were ultimately accountable for the program (Case 21). Others were "big shots" (Case 18) or "thought leaders" (Case 7) whose participation gave the evaluation credibility that was essential for broad use of its results and recommendations. Evaluators believed that participation of program staff and managers in the evaluation increased their "ownership in the process" which allowed them to "see the value of the findings and make changes" to the program (Case 17). Stakeholders were selected because they had the authority, ability, and desire to use evaluation results and processes to make program or organizational changes. An evaluator selected the project's director for an evaluation team because he "was the person who needed to ultimately determine the direction for that program into the future" (Case 2). In this case, the evaluator believed including the project director on the evaluation team increased utilization because other managers were more likely to act on the evaluation recommendations that were developed by a person they respected. The evaluator believed that managers felt they could not ignore the evaluation since it did not "look good; we can ignore the evaluator but we can't really ignore" the director (Case 2). Some selected stakeholders who were powerful, not in the sense that they were members of the "power elite in a

sociological sense" but rather, that they had the "capacity to sustain the change effort that is underway" (Case 1). An evaluator emphasized that in addition to having the "decision-making ability or connections that can make things happen," a selected stakeholder must also be willing to take action in a way that was beyond their official job description or role (Case 14).

Among the twelve cases that had a utilization rationale for participatory evaluation, three also had an empowerment or transformative rationale and are discussed in a later section of the chapter. The nine cases included in Table 11 were motivated by utilization and improved data quality or process rationales, but not a values-based rationale. Since these cases had more than one pragmatic rationale for stakeholder participation, it was impossible to separate data quality and evaluation processes from utilization as rationales that influenced stakeholder selection. When pragmatic rationales included increased utilization as a rationale for participatory evaluation, stakeholder selection was usually restricted to program staff and managers, representatives of the parent organization, the evaluation client, or program funder. In these cases, program staff and managers were each selected for evaluation teams in 8 of 9 (89%) cases and representatives of the sponsoring organization, client, or funder were selected in all 9 (100%) cases. Program end-users or beneficiaries were included in only 2 of the 9 cases (22%) and members of the professional or social community in which the program operated were selected in 4 of the 9 (44%) cases. In these cases that were motivated by utilization but not a values-based rationale, program beneficiaries and community members were selected when they were directly involved in program implementation, such as when they participated on a program advisory board, or if they were public policy developers. In one of these cases, selected beneficiaries were parents who held dual roles in the program as end-users and as staff members and selected community members were service providers who influenced program planning (Case 1). In the second case, which had an organization development goal, the professional evaluator selected program staff, managers, and community-level social service partners to develop

> an organizational development working relationship [that was an] ongoing, rolling process where we would give them data and then work with them to help

them decide how they were going to change a program based on that. Then we collected more data and looked at that. (Case 11)

Table 11
Stakeholders Selected when Increased Utilization was a Rationale for Participatory Evaluation (N=9)

		Stakeholder Groups Selected				
Type of Use	Case #	End-User	Staff	Manager	Organization	Community
General use	18	-	Yes	Yes	Yes	Yes
General use	1	Yes	Yes	Yes	Yes	Yes
Instrumental	17	-	Yes	-	Yes	-
Instrumental	21	-	Yes	Yes	Yes	-
Instrumental	6	-	Yes	Yes	Yes	-
Instrumental, Process	7	-	Yes	Yes	Yes	Yes
Process	10	-	-	Yes	Yes	-
Process/OrgDev[1]	11	Yes	Yes	Yes	Yes	Yes
Process/ECB[2]	2	-	Yes	Yes	Yes	-

Note. [1]OrgDev=Organizational Development [2]ECB=Evaluation Capacity Building

Two of the cases with a utilization rationale selected community members but not program beneficiaries on their evaluation teams. In one case, community members were public policy makers whose participation in the evaluation ensured its findings would "lead to sound information for policy making [and that would be] used by programs themselves … in a practical way" (Case 7). In the second case, community leaders who served on a pre-existing "Leadership Committee" that served as a program advisory board for a Community Learning Center were selected for the evaluation team (Case 18).

In general, when increased utilization was a rationale for participatory evaluation, program staff, managers, and other representatives of the sponsoring organization were

more likely to be selected for the evaluation teams than when improved data or evaluative processes was the only pragmatic rationale. This pattern is illustrated in the following quotation from an evaluator who chose a participatory evaluation model to solve "practical problems and … improve programs" by selecting program staff, managers, and university administrators who could "actually do something with the data" (Case 21).

Although instrumental and process uses of evaluation were represented in this study, there were no major differences in the general pattern of stakeholder selection attributable to different types of evaluation use. For the purposes of this study, organization development and evaluation capacity building are discussed as types of process use since they are considered products of developing expertise in conducting evaluations. The following discussion of utilization as a rationale for participatory evaluation focuses on the contributions of each of the stakeholder groups to different types of evaluation use.

Stakeholders and instrumental use.

An evaluator selected school district and university staff for the evaluation team of a university-school STEM partnership because program stakeholders who were most directly involved in service development and delivery were in the best position to use "the findings to actually change content delivery, workshop delivery, and coaching mechanisms" (Case 17). In another case, an evaluation team consisted of staff from the funding agency and county staff that implemented the program. The county staff members were included on the evaluation team because the evaluator wanted to "provide some immediate feedback … that will help them improve their systems for service delivery" (Case 6). Involving county level staff improved utilization because their involvement in evaluation and programming enabled them to act immediately on interim evaluation findings rather than wait for the final evaluation report to be disseminated by the evaluation client.

Stakeholders, process use, and evaluation capacity building.

The participation of program managers in an evaluation of Girl Scout programs contributed to process use since they learned "what it takes to create a questionnaire or they see different ways that you can display data and how to interpret that" which made them better prepared to conduct other evaluations of their programs (Case 10). In this case, since program managers volunteered to participate in the evaluation, rather than being selected by the evaluator, it is likely that process use still influenced their participation in the evaluation. If those program managers did not believe that they would learn useful evaluation skills by participating in the evaluation, they would probably not have volunteered for the evaluation teams.

An internal evaluator who conducted an evaluation of a budget allocation process involved the project director and one of his staff with the explicit goal of increasing the organization's evaluation capacity. The director's participation in the evaluation ensured that he had confidence in the results, which increased the credibility and use of the evaluation's recommendations within the organization. His positive experiences with the evaluation made it more likely that he would support future evaluations. The evaluator believed the director's "direct involvement through process use led to building greater capacity" (Case 2). Improving the evaluation skills of a key individual helped to create a climate that supported on-going evaluation capacity building in the entire organization.

Summary of utilization and stakeholder selection.

In summary, when utilization was a rationale for participatory evaluation, it was more likely that staff, managers, and representatives of the sponsoring organization, client, or funder were selected for evaluation teams. These stakeholders had the most direct involvement in program planning and decision making compared to program beneficiaries and community members. The first stakeholder selection criterion used when utilization was a rationale for participatory evaluation was that stakeholders have the authority or ability to use evaluation results to make changes to the program. Another selection criterion included the stakeholder's ability to increase the credibility of the evaluation and its findings, which usually resulted from having an influential position in

the organization or community. Application of this selection criterion typically resulted in the selection of program staff, managers, and middle or upper level managers in the sponsoring organization. Program beneficiaries and community members satisfied this selection criterion if they had prior involvement in program advisory committees or were active at some level of program planning.

Values-based Rationales and Stakeholder Selection

In this study, empowerment and transformation are considered as subcategories of a values-based rationale. Evaluators identified empowerment or transformation rationales for participatory evaluation in five cases in the study (Table 12). None of the cases was solely motivated by either empowerment or transformation goals. All five cases also included improved data or evaluation processes as a pragmatic rationale and three of the cases were also motivated by increased utilization (Cases 4, 14, 16). An empowerment rationale is defined in the study as the expectation that stakeholder participation in the evaluation will increase or improve the skills or knowledge of individual participating stakeholders in ways that extend beyond the boundaries of the program. Evaluations with a transformative rationale intend to make organizations or social systems more equitable due to stakeholder participation in the evaluation.

All cases with empowerment or transformative rationales selected program end-users or beneficiaries for evaluation teams. Stakeholder selection tended to be more inclusive when values-based rationales motivated the evaluation compared to cases motivated only by a pragmatic rationale. At least four of the five possible stakeholder groups were selected for evaluation teams in three of the five (60%) cases with a values-based rationale.

Table 12
Stakeholders Selected when there was a Values-based Rationales for Participatory Evaluation (N=5)

Case #	Values-based Rationales		Stakeholder Groups Selected				
	Empower[1]	Transform[2]	End-User	Staff	Manager	Organization	Comm[3]
20	Yes	-	Yes	Yes	-	-	-
4	Yes	-	Yes	-	-	-	-
14	Yes	-	Yes	Yes	-	Yes	Yes
13	Yes	Yes	Yes	Yes	Yes	-	Yes
16	-	Yes	Yes	Yes	Yes	Yes	Yes

Note. [1]Empower: Empowerment [2]Transform: Transformation [3]Comm: Community Member

Empowerment and Stakeholder Selection

Cases that identified empowerment as a rationale for stakeholder participation in the evaluation focused on the effects of participation on program beneficiaries. The evaluator of a youth camp selected college age counselors who were program participants for the evaluation team to give them

> an opportunity to see the evaluation side of what they were doing and to feel good about their roles as counselors, because we estimated that the information we were going to hear was very positive. So, we wanted them also to feel affirmed that their hard work was paying off with young people. (Case 4)

Program beneficiaries selected to evaluate a drop-in center for homeless youth identified the salaries they received for their work as an important benefit of participation. The evaluator in this case said she believed that they were empowered because "they knew what they were talking about" when they presented the final evaluation results to the board (Case 20). Evaluators of a program for youth aging out of foster care hired one of the program beneficiaries who had graduated from the program to be their evaluation assistant. The evaluators stated that this young person was empowered because they saw

her “grow ... in skills and confidence ... from when she started working with us to the end” (Case 14). The evaluators said that other youth who volunteered to participate on the evaluation advisory team were empowered by having “a say in their lives [and knowing] that their voices are important and heard, and they can really impact how this program reaches out to people like them” (Case 14).

Transformation and Stakeholder Selection

Two cases included transforming social systems or organizations as rationales for stakeholder participation. In one case, parental involvement in programming and the evaluation team was a mechanism to “support natural leadership” of parents that would result in higher quality and more equitable mental health services for their children (Case 13). The evaluator believed direct participation of parents in programming and the evaluation was an initial step in a process of transforming mental health systems. He considered this especially important when working with people who have a history of bad experiences with the social services system (Case 13). The evaluator linked individual empowerment and social system transformation in the following quotation.

> It’s really about trying to help the families themselves find what it would take for them to do better, in terms of getting what their child needs. To be able to voice that in some way [so] it would influence all the way from how direct services are delivered to what we pay for. I can tell you what I think people need, but I’m not the one taking care of those kids. (Case 13)

In the second case, transformation was accomplished through the mechanism of organizational development via evaluation capacity building. Although representatives of all stakeholder categories were selected to participate in the evaluation, the organizational development goal of the evaluation focused on the participation of middle and upper level managers. These stakeholders met four times a year to examine interim evaluation data to determine “What do you know and What do you not know?” And based on what you know and what you don’t know, what do you need to be doing differently?” (Case 16). The same evaluator described the link between broad stakeholder selection and gaining multiple perspectives as a way to achieve organization development and social transformation. He stated:

> The participatory model, particularly when utilized over time, has the opportunity … to allow you as an evaluator to make a difference in terms of systems change, systems reformation, the broader social reconstruction issues that I've been interested in all along, particularly in education, special education, and the disability fields. So one of the bigger goals is how do we use evaluation information, methods, and processes or tools to create change? In order to do that you really have to involve a lot of people and a lot of different perspectives. (Case 16)

Summary: Values-based Rationales and Stakeholder Selection

In this study, program beneficiaries were included on evaluation teams in all cases where a values-based rationale motivated participatory evaluation. Although community members were included on evaluation teams in both cases where transformation or social equity was a rationale for participatory evaluation, evaluators did not focus the effects of participation on that stakeholder group. Evaluators appeared to view transformation as either a *bottom-up* or a *top-down* phenomenon. A bottom-up approach focused on beneficiary participation in the evaluation as the mechanism of transformation. A top-down approach to transformation selected program managers for evaluation teams to achieve organization development through building evaluation capacity at the upper levels of the organization. The small number of cases that were motivated by empowerment or transformation makes it difficult to draw more definitive conclusions about the influence of values-based rationales on stakeholder selection.

The Influence of Program Context on Stakeholder Selection

It is apparent from the diversity in evaluation team composition among cases that had identical rationales for participatory evaluation (Table 13) that something in addition to rationale influenced stakeholder selection decisions in cases in this study. Contextual factors may explain some of the diversity that was observed in evaluation team composition.

Table 13
Stakeholder Selection in Cases with Identical Rationales

Case #	Stakeholder Groups Represented on the Evaluation Team				
	End-users	Staff	Manager	Organization	Community
Rationale: Improved Data Quality/Evaluation Processes (N=2)					
8	--	Yes	Yes	Yes	Yes
15	--	Yes	Yes	Yes	Yes
Rationale: Improved Data Quality/Evaluation Processes + Utilization (N=9)					
10	--	--	Yes	Yes	--
17	--	Yes	--	Yes	--
7	--	Yes	Yes	Yes	Yes
18	--	Yes	Yes	Yes	Yes
2	--	Yes	Yes	Yes	--
6	--	Yes	Yes	Yes	--
21	--	Yes	Yes	Yes	--
1	Yes	Yes	Yes	Yes	Yes
11	Yes	Yes	Yes	Yes	Yes
Rationale: Data Quality/Evaluation Process + Utilization + Empowerment (N=2)					
4	Yes	--	--	--	--
14	Yes	Yes	--	Yes	Yes

The cases included in this study involved evaluations of programs that occurred in a wide variety of contexts. The evaluation literature contains many discussions of the influence of program context on evaluation practice and outcomes. This study focuses on

the contextual factors that study participants identified as factors that influenced stakeholder selection, which are discussed in the following sections of the chapter. The nine contextual factors that influenced stakeholder selection in cases in the study were 1) evaluator attributes and 2) program stakeholder characteristics, 3) social and professional networks among stakeholders and the evaluator, 4) stakeholder perceptions of the program, 5) attributes of the organization, 6) program type, 7) program goals, 8) program complexity, and 9) evaluation resources. Each of these contextual factors is described and related to stakeholder selection in the following sections of the chapter.

Evaluator Attributes

The evaluator's experience, preferences, and values influenced stakeholder selection in many of the cases in this study. Five evaluators explicitly identified their own reputations and work experience as participatory evaluators as factors that influenced stakeholder selection. Clients who hired an evaluator with 15 years of experience in participatory evaluation expected that broadly inclusive stakeholder selection would occur because they knew the evaluator did not "do any evaluations … that do not have some participation" of program stakeholders (Case 8). An evaluator with ten years of experience in participatory evaluation stated "I didn't see doing the evaluation without [broad stakeholder involvement, since that] is pretty much always how I approach evaluation" (Case 14). In other cases, the evaluator's reputation for participatory evaluation influenced but did not control stakeholder selection. An evaluator with more than 25 years of experience in participatory evaluation stated that she thought "working with street youth certainly was an obvious" approach for her to take and it also satisfied the client's needs (Case 20). The reputation of an evaluator who conducted pragmatic participatory evaluation was well known to the client. In this case, the evaluator "kind of pushed the idea of doing … a participatory evaluation, involving people responsible for program development and implementation as well administration" (Case 21). An evaluator who had 25 years of experience as a social services program manager before becoming an evaluator selected line staff and program beneficiaries for evaluation team because she strongly believed "policy makers need to learn from" their experiences and

perspectives (Case 7). In these cases, stakeholder selection criteria were influenced by the evaluators' experience and views of stakeholder relevance.

Stakeholder selection was also influenced by the professional evaluator's level of substantive knowledge. An evaluator explained her decision to include multiple levels of program staff, managers, organization representatives, and community members by saying, "I know a lot about how to conduct [evaluations] … but I'm not in their shoes and they have valuable knowledge, too" (Case 15). As discussed in an earlier section dealing with pragmatic rationales for stakeholder selection, an evaluator selected community social workers for the evaluation team because the evaluator lacked experience in social work. The selected community-based social workers were able to interpret the "socialworkness" of program practices for the professional evaluator (Case 8). An internal evaluator selected the project director as an evaluation team member because the evaluator had only recently been hired as an internal evaluator and felt she lacked the "trust and confidence from senior management" that was essential for a successful evaluation (Case 2). In these cases, the evaluator selected those stakeholders who had the skills, knowledge, or reputation that the professional evaluator lacked.

Program Stakeholder Attributes

Most of the evaluators in this study selected stakeholders for evaluation teams based on the evaluator's estimation of the stakeholder's level of program or context knowledge and/or ability to utilize evaluation outcomes rather than on their personal characteristics. However, when evaluators were asked if they believed they had selected the right stakeholders for their evaluation teams, they often described personal attributes of stakeholders they thought contributed to successful evaluation teams. These included a person's status in the community that made them a "key person whose opinions were going to matter" (Case 15), their ability to "be a good team player" (Case 16), engage in "reflective listening and … share their thoughts and criticisms" (Case 1). Effective stakeholders also needed to have the desire to gather "the most data to inform … decision" making (Case 11) and to be available for long-term participation (Cases 11, 20). Evaluators also considered the time demands on program staff and managers as a

selection criterion, especially when the evaluation took place over an extended period, as in the following quotation.

> Another consideration is workload because these activities take time and it's a valued activity but people have full-time jobs. So, who had time to work on these kinds of things was another consideration. They were invited to be on the team, they weren't required to be on that team. If people felt they were too stretched they would not have accepted. I don't believe we would have asked someone who we knew was stretched in terms of their role at work. (Case 21)

In some cases, the demographic or developmental characteristics of stakeholders influenced stakeholder selection. For example, some beneficiaries were unable to participate directly in the evaluation because of mental health or developmental issues or because they were inaccessible due to homelessness (Cases 6, 7). In these situations, program staff members were selected for the evaluation team as *stand-ins* to provide information that would otherwise be provided by the beneficiaries themselves. In the case of an evaluation of county-administered services for disabled elderly people, the evaluators relied on the county staff to represent the views of beneficiaries through "case notes that case managers are writing about them or through interviews and surveys of case managers" (Case 6). Evaluators selected parents as evaluation team members to represent their children, who were the ultimate program beneficiaries and whose participation in the evaluation was not appropriate due to their stage of physical or cognitive development (Cases 8, 10, 11, 13, 16).

Social and Professional Networks

In some cases, social and professional networks among the evaluator and stakeholder groups influenced stakeholder selection. An evaluator selected particular program managers based on her experience working with those individuals on other projects. She stated that these were "people I know well in the community, through my own network, [who] I know through expertise I have in the content area" (Case 1). Program beneficiaries were sometimes selected because they were well known by the client. In one case, the evaluator believed that program beneficiaries volunteered to participate in the evaluation because they had "a good relationship with the program

director" who recruited volunteers to participate in the evaluation (Case 4). In other cases, the professional networks among program stakeholders, specifically policy makers, community advocates, and representatives of funders influenced stakeholder selection. This was the situation in an evaluation of a homeless prevention initiative where the relevance of stakeholder groups was "recognized not just by foundations but by others who have prominence in the state, [stakeholders who] are known by the policy makers and advocates" (Case 7). An evaluator relied on the social and professional networks of two program coordinators to help select evaluation team members. She had confidence in their ability to select relevant stakeholders because they were "lifelong residents of the city [who were] familiar with the educational and human services systems" because of their professional and personal networks (Case 18). In a case involving the evaluation of the cultural specificity of African American social work practices, the evaluator relied on "the project manager, [who] was also an African American woman, was very involved with child welfare in the community and had these connections … [to] put together this team" (Case 8). In many of the cases in this study, evaluators based stakeholder selection on their own or their clients' knowledge and experience derived from their social and professional networks.

Perceptions of the Program

Stakeholders' positive and negative perceptions of the program influenced stakeholder selection in cases in the study. In a case where the evaluated program was "the brainchild" of the president of the organization, it was important that the evaluator select an upper level manager in the organization as an ally in the evaluation (Case 2). Selecting a powerful ally was important because the evaluator anticipated that the evaluation's recommendations would be controversial. Two cases involved program beneficiaries who volunteered to participate in the evaluation. In one of these cases, beneficiaries were "passionate" about the program and wanted "to see it continue and have it understood well by the world" (Case 4). In the other case, community involvement on an evaluation team was limited by the fact that "90% of parents had never heard of the program, didn't know what it was and unless their kid was directly

involved in [it], they had no idea" that the program existed (Case 11). In an evaluation of a child welfare agency that was "under the microscope because they are never doing what people in the community think they should be doing", the evaluator selected community activists for the evaluation team to improve the transparency and credibility of the evaluation (Case 8).

Organizational Attributes

The aspects of organizational or corporate culture that seemed to influence stakeholder selection most directly were the organization's approach to leadership and decision making, their attitude toward evaluation, and the level of trust within the organization or between the program and the community. Tradition also influenced stakeholder selection, as in the case where program beneficiaries were not included in the evaluation because that was "not something that is done a whole lot … since they were among the elite of scientists in [the country], so there's no interest really in participating" in the evaluation (Case 2).

Shared Leadership and Decision Making

The program's use of stakeholders to guide program planning provided an indicator of the organization's attitude toward shared leadership and decision making. A case that involved evaluating a program with a "philosophy …of shared involvement of parents and professionals [in a] partnership model" included parents on the evaluation team (Case 1). The attitude of the client toward shared decision making influenced stakeholder selection in an evaluation of county-implemented, state-funded services for disabled elderly people. In this case, the core evaluation team consisted of the state staff plus the professional evaluators. A second evaluation team was created that consisted of the core team plus county staff was whose function was to interpret and use evaluation data to improve programming. It is unlikely that the second evaluation team would have been created if the funder had not been "committed to engaging stakeholders throughout the process" (Case 6). In another case, the "can-do attitude … from the corporate level down to the [program] level" influenced program managers to volunteer to participate as

evaluation team members (Case 10). An evaluation of foster care services selected program beneficiaries and community members for the evaluation team because "stakeholder involvement and engagement every step of the way [was the] nature of the program" (Case 14).

Trusting Relationships

Trust was an aspect of organizational culture that influenced stakeholder selection in several cases in this study. Evaluators discussed the importance of having a trusting relationship among evaluation team members in a participatory evaluation. In one case, the consequences of not addressing issues of trust when selecting staff members and youthful program beneficiaries for an evaluation team resulted in the loss of a staff member from the team. In this case, it was clear that selecting staff members who were "well respected and liked by the youth" may have created a more productive evaluation team (Case 20). In an evaluation of mental health service programs for children, there were "huge culture barriers between service delivery and service recipients having to do with experiences of mistrust and estrangement from those systems" (Case 13). This situation required the active participation of beneficiaries in programming and the evaluation to overcome that history of mistrust. In an evaluation of a state's legal guidelines for child support payments, previous "adversarial relationships" among service providers resulted in the exclusion of one stakeholder group from an evaluation team (Case 15).

Program Advisory Groups

Some programs or organizations created program advisory groups as part of their organizational structure. In cases when these advisory groups were created prior to the evaluation, some evaluators selected members of the groups for their evaluation teams. An evaluation of a community action program included members of its "governing board of directors and … policy council, … which includes staff and consumers and community members" for the evaluation team (Case 16). An evaluation of a Community Learning

Center created their evaluation team from community members who served on the long-standing

> Leadership Council … that included the Mayor of the city, the State Commissioner of Education, representatives from the city council, from the county commission, representatives from some lay groups like neighborhood associations, … business, and a variety of human service organizations, such as the YMCA and Family Service (Case 18).

A third case in which the evaluator used a pre-existing program advisory group for the evaluation team involved the evaluation of services for youth aging out of the foster care system. In this case, the evaluator stated:

> It made sense for us to join forces … with the advisory committee instead of having a separate evaluation advisory committee. The program had an advisory committee that had a nice range of stakeholders. They had young people on the team, people from the faith community, former foster youth, program staff, mentors, and community social service people like mental health [providers]. (Case 14)

Using members of pre-existing program advisory teams appeared to reduce the potential for conflict or delays in the evaluation because members had already established trusting and productive work relationships in advance of the evaluation.

Program Type

There was an association between program type and stakeholder selection in the cases in this study. In general, stakeholder selection in social service program evaluations was more broadly inclusive than in educational program evaluations (Table 14). More stakeholder groups were selected in social service program evaluations compared to educational program evaluations. Five of the seven (71%) social service program cases selected at least four of the five categories of stakeholder groups to be involved in the evaluation. Only three of seven (43%) of the educational programs selected at least four stakeholder groups for evaluation teams. Program beneficiaries were selected in equal numbers for social service and educational program evaluation teams. Community members were chosen for evaluation teams more often in social service programs (5 of 7 cases or 71%) compared to educational programs (3 of 7 cases or 43%). There were no

other patterns of stakeholder selection within the broad categories of educational or social service program evaluations in the study. Due to the small number of cases of each program type, it is not clear if program type per se influenced stakeholder selection or if other factors associated with program type may have influenced stakeholder selection. Differences in the number or location of program sites, program goals, or organizational culture or structure between educational and social service programs may account for differences in stakeholder selection.

Table 14
Program Type and Stakeholder Selection

Program Type	Stakeholder Groups Selected for Evaluation Teams					
	Case #	End-users	Staff	Manager	Organization	Community
Educational Programs (N=7)						
K-12	11	Yes	Yes	Yes	Yes	Yes
K-12	16	Yes	Yes	Yes	Yes	Yes
K-12	18	-	Yes	Yes	Yes	Yes
K-12	17	-	Yes	--	Yes	-
University	21	-	Yes	Yes	Yes	-
Youth development	4	Yes	-	-	-	-
Youth development	10	-	-	Yes	Yes	-
Social Service Programs (N=7)						
Elderly disabled	6	-	Yes	Yes	Yes	-
Child welfare	1	Yes	Yes	Yes	Yes	Yes
Child welfare	8	-	Yes	Yes	Yes	Yes
Child welfare	14	Yes	Yes	-	Yes	Yes
Homeless	20	Yes	Yes	-	-	-
Homeless	7	-	Yes	Yes	Yes	Yes
Legal system	15	-	Yes	Yes	Yes	Yes
Other programs (N=2)						
Public mental health	13	Yes	Yes	Yes	-	Yes
Budget process	2	-	Yes	Yes	Yes	-

Program Goals

Stakeholder selection appeared to be influenced by program goals, especially among programs with goals of community involvement in programming and leadership development. Stakeholder selection for some evaluation teams reinforced program goals by being broadly inclusive, which resulted in selecting community members and/or beneficiaries for evaluation teams. In one case, the program's funder required broad community involvement in programming, which caused the evaluator to select community members for the evaluation so he could work "very closely with … a lot of community partners … in an organizational development kind of approach" (Case 11). A Community Learning Center's evaluation team was made up of members of the community, in part, because it reflected the program's goals of broad community participation in programming (Case 18).

Three cases involved programs that had a program goal of developing leadership among program beneficiaries. In one of these cases, the evaluator stated "engagement of families … in the management of service delivery … and in the evaluation … supported natural leadership" that empowered parents (Case 13). In another case, the evaluator selected program beneficiaries for the evaluation team to reinforce the "empowerment and leadership skill development philosophy" of the program (Case 4). An evaluator of a child welfare agency emphasized the link between program goals and stakeholder selection in participatory evaluation by stating:

> One of the things that is true for these community development organizations is that often times a piece of their work is leadership development in their communities. So here you are giving clients some new skills, some exposure to new things, so it becomes a leadership development opportunity. …These [are things] I've begun to see that are of value to the organization and to the individuals that might participate (Case 8)

Program Complexity

Program scope, in terms of the number and location of program sites included in the evaluation, influenced stakeholder selection in several cases. An evaluator of a national youth development program believed the evaluation results were more credible to the client if program managers recruited for the evaluation team represented the

diversity of program sites across the country. She stated, "Having geographic representation might be political (because) we could say in the report that we were advised by councils representing all different parts of the United States" (Case 10). When programs are complex, such as when they involve multiple agencies or organizations, or multiple departments within an organization, the diversity of the evaluation teams often reflected program complexity. An evaluator chose representatives of all stakeholder groups for the evaluation of a program with a statewide scope of activities by applying the following approach to stakeholder selection.

> You need to really think through the system from top to bottom of who's involved. If it's a local agency, a county-wide agency or something like that; it may not be so complicated. But, if you are talking at the state or certainly the federal level, it's going to be a pretty complicated structure. You need to really think through the categories [of stakeholders]. For me, its roles not individuals, whether that role is a client or whether it's a line staff or whether it's an administrator or a supervisor; you go up and up. (Case 15)

Another case that involved a wide scope of program activities and stakeholders also resulted in a highly diverse evaluation team. The case involved the evaluation of state-wide programs for preventing homelessness. Program stakeholders included "foundations, policy makers, people who are served, … 28 different agencies, … funders, … and groups who advocate for various kinds of solutions to homelessness" (Case 7). In this case, all groups except homeless individuals themselves were selected for the evaluation team. Even though currently homeless individuals did not participate as evaluation team members, several of the agencies employed formerly homeless individuals. Their participation in the evaluation allowed the perspectives of homeless people to be represented without their direct participation. In another case, the evaluators of a community action program selected representatives of all stakeholder groups to participate in the evaluation. The diversity of the evaluation team reflected the diversity and complexity of the program itself, which consisted of an agency with a staff of 220 that served

> 12 counties and provided housing, education, early childhood, crisis services, to tens of thousands of people; everything from bus rides to 28 Headstart centers (serving) about 900 kids a year. And because they are fairly spread out regionally,

> they wanted to make sure that we had a variety of perspectives involved. (Case 16)

Increasingly complex scope in programming usually, but not always, increased the number and diversity of stakeholder groups selected for evaluation teams. Of the six cases with programs that served multiple stakeholder groups or that had multiple and geographically dispersed program sites, 67% (four of the six cases) selected at least four or five stakeholder groups for evaluation teams. In two cases, only two stakeholder groups were represented on evaluation teams even though the programming was complex in scope. One of them was the evaluation of a university-school partnership that involved multiple school districts and a university faculty. In that case, only instructional coaches and university faculty who actually provided services were selected for the evaluation team (Case 17). The other case involved a national youth development program, with program sites scattered across the country, in which the program managers and representatives of the parent organization were the only stakeholders selected for the evaluation team (Case 10). Although there appears to be a positive relationship between program complexity and broadly inclusive stakeholder selection, theses two cases point to the existence of other program or context factors that are likely to also influence stakeholder selection.

Evaluation Resources

Most evaluators believed participatory evaluations took more time to complete because evaluators needed more time to train team members and facilitate collaborative working relationships among stakeholders. However, two evaluators disagreed that participatory evaluations were more resource intensive. They said stakeholders could reduce the workload for the evaluator, stretch a small evaluation budget, or help to meet a short evaluation timeline. One evaluator, who was facing a short deadline, selected the program director because she believed his influence would streamline data collection. She also selected a staff member because her technical data analysis skills reduced the time needed to analyze data (Case 2). In another case, the evaluator involved all program stakeholders, except program beneficiaries in evaluation implementation to “make more

things possible" with a small evaluation budget (Case 8). An evaluator who faced a short evaluation timeline selected program staff with whom she had previously worked because they had developed valuable evaluation skills from that experience. Selecting them for the evaluation team allowed the evaluator to take advantage of their evaluation skills and complete the evaluation on schedule (Case 18).

The relationship between the evaluation budget and stakeholder selection was in some cases as simple as having more money in the budget meant "you had enough money to include more stakeholders" (Case 8). Evaluators believed the size of the budget was a consideration when selecting program beneficiaries because "when you involve parents and low income populations … you have to find a way to compensate them because it's not really fair to ask them to participate as volunteers" (Case 1). Another evaluator believed paying members of the community and program beneficiaries to participate on the evaluation team, was a way to "level the playing field, to let them know their voices were just as important" as the paid program staff (Case 14). Two cases hired youth who were program beneficiaries to conduct the evaluation or assist the professional evaluators (Cases 20, 14). An evaluator supported parental involvement in an evaluation of mental health services for their children by providing "child care and transportation, and pay for families to go to training and national meetings" (Case 13). In summary, if evaluators intended to select beneficiaries to be part of the evaluation team, they had a budget that accommodated paying them a salary or providing other incentives to participate.

Some evaluators identified the source of funding for the evaluation as a factor that influenced stakeholder selection. In one case, the evaluator stated that there was greater flexibility in stakeholder selection when "internal funding" supported the evaluation rather than when foundations or government agencies funded the evaluation (Case 16). In another case, the evaluation contract stipulated that the evaluation should be participatory and that it "represent all of the stakeholder groups" (Case 18). An evaluator described some of the dynamics of stakeholder selection when the evaluation and program funder required broad stakeholder participation in the evaluation in the following quotation.

> It's a little trickier because they tend to want to pick the stakeholders and I have felt that I've had to mediate between grassroots community groups that are being funded and the foundation officials. It's almost as if they speak in different languages and you have to deal a little bit with interpretation to help them understand one another's needs and perspectives. (Case 1)

Summary: Context and Stakeholder Selection

The observation that program context influenced the composition of evaluation teams in this study will not be surprising to evaluation practitioners or researchers. The great number of influential factors and their potential interactions put a more detailed analysis of the influence of contextual factors on stakeholder selection beyond the scope of the study. This analysis is limited to a description of the factors that appeared to influence stakeholder selection among cases in the study.

The characteristics or attributes of professional evaluators influenced stakeholder selection in these cases since evaluators brought their own evaluation philosophies, values, and experiences to bear on the stakeholder selection process. Stakeholders' attributes also influenced their selection for evaluation teams. Evaluators usually selected those stakeholders who were most directly involved in program planning or implementation. However, evaluators differed in their views of what constituted direct involvement in programming. In some cases, this selection criterion limited participation to program staff and managers. In other cases, it resulted in selecting program beneficiaries. Evaluators chose stakeholders who had a strong interest in the program, which usually resulted in selecting people who had a favorable attitude toward the evaluation.

The culture and structure of the program also influenced stakeholder selection. Programs that supported shared leadership and decision making, usually through stakeholder participation on program advisory boards, were more inclusive in stakeholder selection for evaluation teams. Social service program evaluations selected more stakeholder groups for evaluation teams than did educational program evaluations. This pattern may also reflect the fact that social programs typically involved many different community-based organizations and tended to be more complex in terms of the number

and location of sites compared to educational programs. Evaluation teams for educational program evaluation tended to be less inclusive, limiting participation to staff and administrators, perhaps because they were often conducted within a single, more highly structured organization or program.

Evaluation resources did not appear to greatly influence stakeholder selection. In cases where either time or money was in short supply, evaluators differed in their response to these limitations. One evaluator chose a manager with positional power and a staff member with specialized data analysis skills. Another chose only two program staff and six untrained and unskilled program beneficiaries. A third selected all program stakeholder groups except beneficiaries to distribute the workload.

This analysis of the influence of program context on stakeholder selection is exploratory and is only one step toward understanding the complexities of stakeholder selection in participatory evaluation. Evaluation researchers and practitioners will have to continue to investigate stakeholder selection practices in participatory evaluation if they believe that important aspects of participatory evaluation practice and outcomes are influenced by the stakeholders who work together to evaluate programs. The key findings of the study presented in Chapter Five synthesize the rationale and context factors that were found to influence stakeholder selection in this study. A list of selection criteria derived from the findings may provide some guidance for stakeholder selection for practitioners who wish to adapt their evaluation practices to local conditions and who are motivated by multiple goals for participatory evaluation. The remainder of the Chapter Four consists of a description and analysis of the stakeholder selection processes reported by study participants.

Stakeholder Selection Processes

Stakeholder selection was typically an informal process that occurred between the evaluator and client. They determined stakeholder relevance based on who was affected by the program or who had an interest in the evaluation. The stakeholder selection processes used by evaluators in the study are described in detail in the following sections.

Cooperation between Client and Professional Evaluator

In 10 of the 16 cases in this study, selecting stakeholders for evaluation teams was a cooperative effort between the professional evaluator and the evaluation client, program staff, or managers (Table 15). In some cases, evaluation teams were created through a selection process and in other cases stakeholders selected themselves (Cases 13, 14, 18). Evaluators often worked with program staff or managers to select evaluation teams because they "were much more knowledgeable about ... who should be involved in planning the evaluation" than the evaluator. An evaluator relied on the director to select one of his staff for the team because the director "wouldn't have brought in someone he felt could not" contribute to the evaluation (Case 2). In other cases, the evaluator and client formed the evaluation team from members of a pre-existing program advisory team because "it made sense to us to join forces instead of having a separate evaluation advisory committee" (Cases 14). Evaluators also worked with their clients to form an evaluation planning team that was responsible for selecting the evaluation implementation team (Cases 11, 21)

Table 15

Who Controls the Stakeholder Selection Process?

Evaluators and client or program staff cooperated to select stakeholders (N=10)
Case 1: Stakeholders who were actively involved in program planning were selected for the evaluation team.
Case 2, 18: The evaluator and Project Director selected the evaluation team.
Case 8: The client selected an evaluation team before the evaluator was hired; stakeholders were added based on the evaluator's suggestions.
Case 11, 21: Evaluator and client created an evaluation planning team to select stakeholders.
Case 13, 14, 20: Evaluators hired program beneficiaries with input from program staff.
Case 16: Evaluator and client determined relevance of stakeholders by critical + convenience sampling.
Client controlled the selection process (N=1)
Case 6: The client determined which stakeholder groups would participate in the evaluation prior to hiring an evaluator.
Evaluator controlled the selection process (N=1)
Case 15: The evaluator's reputation and experience strongly influenced stakeholder selection.
Program stakeholders self-selected or volunteered for evaluation teams (N=6)
Case 4: Beneficiaries volunteered in response to the Project Director's invitation.
Case 10: Program managers volunteered during evaluation kick-off.
Case 13, 14: Participation was open to any beneficiary.
Case 17: Principals of participating schools volunteered in Year 2.
Case 18: Community members on program advisory board volunteered in Year 2.

The Client or Evaluator Controls the Process

The evaluator or the client rarely dominated the stakeholder selection process in the cases in this study. In one case, the client determined the evaluation team composition prior to hiring the evaluator and selected members of its own "internal staff … because they have a lot of experience in the department and … in services and programs for elderly populations and for people with disabilities" (Case 6). The only case in which the evaluator retained almost complete control over the selection process involved an external evaluator of a complex statewide evaluation. She requested that there would be "broad representation on this team [and] gave some categories of some people I wanted. They were very skeptical. They didn't think it would work with this kind of a project … but they finally agreed, reluctantly" (Case 15). In this case, the evaluator's long experience and reputation in participatory evaluation plus the short evaluation timeline may have contributed to the high degree of control she had over the stakeholder selection process.

Self-selection

Six cases in this study included program stakeholders who volunteered for evaluation teams. In one case, principals asked to be involved in the second year of the evaluation because the evaluation's interim findings made them aware of the seriousness of the problems addressed by the program and their own influence on program outcomes (Case 17). In other cases, members of the program advisory group or community asked to participate on the evaluation team once they "became familiar with what the evaluation action team was doing" (Cases 14, 18). Program managers participated in a "conference call kick-off meeting, where we described the evaluation and what's going to happen, and then we asked for volunteers, and whoever wanted to be in on it was invited into the [evaluation] advisory group" (Case 10). Program beneficiaries volunteered to participate on the evaluation team in several cases. Youthful program participants volunteered in response to an invitation from the program director (Case 4). Parents of children who received program services volunteered with the encouragement of the evaluator who stated that it was important to "bring all families into participation at many different

levels to … nurture those kinds of activities that would be most helpful to the process, to involvement, to advocacy" (Case 13). In the evaluation of services for youth aging out of foster care, the evaluator described developing the evaluation team through a process that made participation in the evaluation "open for young people … who had participated in the program and who "knew what the program was about" from experience" (Case 14).

Application of Selection Criteria

Although stakeholder selection was usually unstructured, some cases used a more formal selection process that applied explicit criteria to determine stakeholder relevance. For example, an evaluation planning team selected evaluation implementation team members by meeting frequently in "open discussions … to look at the impact this program was going to have on the community … who was going to be impacted by this … and then which ones are realistic" to select for the team (Case 11). Another case involved the use of critical sampling followed by convenience sampling to select program managers for the evaluation team. The critical sampling was based on determining "who do we absolutely have to involve" to achieve organization development goals of the evaluation. The convenience sample contained the subset of managers "who we are most likely to catch in terms of their time, our time, [and] geographic location" (Case 16).

Evaluators also used more explicit selection criteria in three cases in which they hired program beneficiaries to be part of the evaluation teams. In the two cases that hired youth to co-evaluate the program, there was no expectation that youth would possess evaluation or inquiry skills. Instead, they were hired based on "how long they had been coming to the center, what kind of services they used, what they knew about the service" and their commitment to remain on the team until the evaluation was completed (Case 20). In another case, evaluators selected a young person who had participated in the program, who was a "success story", and who had a high level of "interest in working with us and learning about research" (Case 14). In a case that involved hiring parents of children who were direct program beneficiaries, the evaluators hired individuals who had well developed "skills of engagement" to interview other parents who used program services (Case 13).

Stakeholder Selection as an On-going Process

Evaluators often described the process that created evaluation teams as an "organic" or evolving process that began with a core evaluation team and added members as needed (Case 11). In some cases, the team added new members who remained involved until the completion of the evaluation. In other cases, individuals with particular skills, such as database management or statistical analysis, were added as temporary members of the evaluation team (Case 1). Stakeholders were added when the original team realized they lacked important skills or perspectives. This occurred in a case when a family coordinator who worked with parent volunteers was added to the evaluation once the original team realized the importance of volunteers to program implementation and outcomes (Case 8).

Summary: Selection Processes

There was a great deal of variation in the stakeholder selection processes described by study participants. However, some patterns in stakeholder selection processes did emerge from the analysis. Most evaluators shared the responsibility for stakeholder selection with their clients or evaluation advisory group. Clients relied on the evaluator's technical expertise and evaluators relied on their client's knowledge of the program and context to make good stakeholder selection decisions. The client or evaluator alone exerted a great deal of influence over the stakeholder selection process in only a few cases. In these situations, evaluation teams were either already in existence when the evaluator took over the evaluation, evaluation team membership was stipulated in the evaluation contract, or the evaluation team was made up of some or all of the members of a pre-existing program advisory committee. Some evaluation teams were formed by stakeholders volunteering rather than through a selection process. In general, the evaluation teams were created through informal processes that involved brainstorming or a dialogue between evaluators and clients or program advisory groups

rather than through a formal selection process that applied explicit criteria to select key stakeholders from a pool of all potential program stakeholders.

Summary of Results

This chapter presented an analysis of the influences of the rationale for participatory evaluation and program context on stakeholder selection in 16 participatory evaluations. In this study, improved data quality or evaluation processes and improved utilization were considered two types of pragmatic rationales for participatory evaluation. Values-based rationales included individual empowerment and transformative or social justice rationales. All cases included improved data quality or evaluation processes as a rationale for conducting a participatory evaluation. Twelve of the 16 cases identified increased utilization as a rationale and five cases identified either empowerment or transformation as rationales for stakeholder participation. Analysis of the influence of rationale on stakeholder selection was confounded by the fact that all cases except two had more than one rationale for stakeholder participation.

In spite of the fact that almost all cases had more than one rationale, it appeared that rationale had some influence on stakeholder selection. Cases that included a values-based rationale were more likely to include program beneficiaries on evaluation teams than cases with a pragmatic-only rationale. Cases with utilization as a rationale for stakeholder participation were more likely to restrict stakeholder selection to program staff, managers, or representatives of the parent organization, client, or funder than were cases with a better data or evaluation processes rationale or a values-based rationale.

Evaluators who believed stakeholder participation improved evaluative data quality, collection, interpretation, and recommendations selected stakeholders with access to program data. Those stakeholders also had extensive knowledge of the program and its social or political context. Program beneficiaries and staff satisfied this criterion when they had direct experience with program implementation and interactions with other staff and beneficiaries. Managers and representatives of the sponsoring organization and community provided a broader perspective on the program's interactions with its larger

social, political, and economic environment, which improved data interpretation and evaluation recommendations.

When evaluators conducted participatory evaluations to increase utilization of the evaluation, they selected program stakeholders who were able to act on or use the evaluation results. Though program beneficiaries and community members typically lacked a formal relationship with the organization that would meet the utilization criterion, some were in a position to use evaluation results because they were members of a program advisory committee. When values-based rationales motivated the participatory evaluation, program beneficiaries were always included on evaluation teams.

Rationale did not appear to be a complete explanation of stakeholder selection because there was a great deal of variability in the composition of stakeholder groups among cases with identical rationales. Context factors were analyzed to determine their influence on stakeholder selection. Evaluators themselves influenced stakeholder selection based on their philosophies of participatory evaluation and their experience in conducting participatory evaluations. The mission or culture of the program and its sponsoring organization also influenced stakeholder selection. Organizations that favored shared program planning, leadership, or decision making supported inclusive stakeholder selection. Programs with empowerment or social equity goals were also more likely to encourage the involvement of program beneficiaries and community members on evaluation teams. The characteristics of individual stakeholders did not greatly influence stakeholder selection except in cases where the age or mental or physical development of program beneficiaries precluded their direct participation in the evaluation. In these cases, parents or staff members represented the beneficiaries. Evaluators stated that participatory evaluations were resource-intensive, particularly in their use of time, which they considered to be essential for developing trusting working relationships among evaluation team members. Resource limitations resulted in diverse stakeholder selection outcomes in this study.

In most of the cases in this study, the process of developing evaluation teams occurred without a formal structure or explicit selection criteria. The partnership between evaluator and client in the stakeholder selection process created opportunities for each

party to contribute their own expertise and knowledge to create evaluation teams. Since program beneficiaries and community members were not involved in the selection of stakeholders for evaluation teams in these cases, there is no way of knowing how their experiences and perspectives would have influenced the stakeholder selection process.

The factors that make an individual or group relevant to include on an evaluation team in a participatory evaluation are complex and interconnected. They are influenced by the program's purpose and context and by the evaluator and client's rationale for conducting a participatory evaluation. In spite of the difficulty in determining the influence of individual context factors on stakeholder selection, because it is likely that multiple factors interacted, this study identified several key contextual factors that appeared to influence stakeholder selection. This chapter described the factors that influenced stakeholder relevance and the selection processes used to create evaluation teams for participatory evaluations. The final chapter presents conclusions based on the analysis and develops a practical guideline for stakeholder selection based on a synthesis of the rationale and context factors. It also includes a discussion of the limitations of the study and proposes additional research on stakeholder selection that may improve participatory evaluation methodologies and outcomes.

Chapter 5

Summary, Implications, and Conclusions

This chapter summarizes the research purpose, questions, and the methodology used in this study of stakeholder selection practices in participatory evaluation. It describes the key findings, relates them to the extant evaluation literature, and concludes with the implications of the findings for evaluation practice and research.

Participatory evaluation continues to increase as a popular form of evaluation and includes such diverse approaches as pragmatic-participatory, empowerment, transformative, utilization, collaborative, and responsive evaluation. Stakeholder-based evaluation grew out of concerns related to inadequate use of evaluation findings in the mid-1970s and concerns over how stakeholders' needs and values were represented in program evaluations (Bryk, 1983). Determining stakeholder relevance has been a subject of research in the business management and planning literature since Freeman published his foundational work on stakeholder theory in 1984. Research concerning stakeholder relevance in participatory evaluation has focused primarily on the intended outcomes attributed to stakeholder participation, the consequences of the depth and timing of stakeholder participation, and management or facilitation strategies to ensure productive and meaningful participation by stakeholders.

Very few studies have been published in the evaluation literature concerning how stakeholder relevance is determined since the early work of Cousins and Whitmore (1998) linked stakeholder selection to goals of various forms of collaborative research and evaluation. Recent studies have contrasted stakeholder relevance among diverse approaches to participatory evaluation (Wallace & Akin, 2007; Taut, 2008). Studies have also recognized the impact of contextual factors, such as the organization culture (Greene, 2000) and participants' culture (Frierson, Hood, & Hughes, 2002; Johnson, 2005; Mertens & Hopkins, 2006; Ryan, Chandler, & Samuels, 2007; Taut, 2008) on participatory forms of evaluation. However, few research studies have been published on the influence of context and theory on participatory evaluation methodologies. This study

attempts to fill in some of the gaps in the evaluation literature concerning how and why particular stakeholder groups are selected to be co-evaluators in participatory evaluations.

Summary of the Study

The purpose of this study was to describe and understand the stakeholder selection criteria and processes used by evaluation practitioners who conduct various forms of participatory evaluation. The specific research questions that guided the study were:

1. What factors influence stakeholder selection?
2. What criteria do evaluators use to select relevant stakeholders?
3. How do evaluators select program stakeholders?

A multiple case study approach was used to answer research questions in this exploratory study. Cases consisted of evaluations conducted by independent and academic evaluators who were members of the Canadian Evaluation Society or the Collaborative, Participatory, and Empowerment Topical Interest Group of the American Evaluation Association. Study participants were invited to participate in a phone interview to discuss one participatory evaluation the evaluator had recently conducted. Since there are so many different labels for participatory forms of evaluation, the study recruitment letter specified the following forms of evaluation that would be included in the study: pragmatic-participatory, utilization-focused, empowerment, transformative, collaborative, and responsive evaluations. Sixteen of the 22 interviews, conducted over a period of three months in 2008, were included in the analysis. Cases were excluded when they consisted of discussions concerning management of multiple evaluations or when the evaluation was at such an early phase of implementation that sufficient detail about stakeholder selection was unavailable. Verbatim transcripts were coded using Nvivo 8 qualitative analysis software to aid the identification, elaboration, and comparison of themes relating to stakeholder selection across cases. Case summaries were sent to all study participants as a check on the accuracy of the preliminary data analysis.

Approximately 50% of the study participants returned updated or corrected case summaries. All 16 summaries were included in the study even if study participants did not check them for accuracy.

Characteristics of Participants and Cases.

More than half (62%) of the study participants had more than ten years of experience as evaluators. The cases were almost equally split between being conducted by independent evaluators (56%) or evaluators who were primarily employed as members of a university faculty (44%). Cases involved evaluation of educational programs (44%), social service programs (44%), one public mental health program, and the budgeting process for research programs at a national public scientific organization. Programs varied widely in their geographic scope and included local, state, regional, and national programs. Almost all (81%) of the evaluations took place over a period of more than one year, and six of the cases (38%) were on-going at the time of the interview. Many of the cases (69%) involved multi-site evaluations. State or federal funds (44%), private foundations (31%), or program budgets (25%) funded the evaluations.

Categories of rationales for stakeholder participation were developed based on the responses of study participants when they were asked what they hoped to accomplish by involving stakeholders in the evaluation. Pragmatic and values-based rationales are the two main categories of rationales or goals for participatory evaluation discussed in the study. The pragmatic rationale was subdivided into two sub-categories: *improved data or processes* and *increased utilization* of the evaluation. The values-based rationale was subdivided into the sub-categories *empowerment* and *transformation*. In this study, empowerment focuses on individual empowerment and transformation encompasses social equity or social justice goals.

Limitations

As in most qualitative studies, the results may be interpreted differently depending on the values and experiences of the analyst. I identified my own views concerning stakeholder relevance and selection in participatory evaluation. Making my

own views explicit allowed me to guard against selective attention during the data collection and analysis phases of the study. My own view is that participatory evaluation is most appropriate as a mechanism to improve the quality of the evaluation and its findings. With this rationale as a guide, I believe that representatives of all program stakeholder groups should be included on an evaluation team to maximize the diversity of program perspectives available for the evaluation, as a form of data source triangulation. More specifically, I believe that direct participation of program beneficiaries is preferable to restricting evaluation team membership to program staff and managers who may be asked to represent the views of beneficiaries.

The second limitation of the study relates to the small sample size. Even though the study was intended to delve deeply into actual evaluations rather than to generalize to all forms of participatory evaluation in all contexts, the study would have benefitted from the inclusion of more evaluations that were motivated by values-based rationales such as empowerment, transformation, and culturally responsive evaluations.

Key Findings

The analysis of interviews of evaluators who conducted participatory evaluations produced 16 key findings about the methods and criteria evaluators use to identify key stakeholders and the factors that influence stakeholder relevance in participatory evaluations (Table 16). Findings are organized by rationale for participatory evaluation and the contextual factors that influenced stakeholder selection in the study. The third category of findings relates to the processes evaluators used to identify relevant program stakeholders for inclusion on evaluation teams. The discussion of each finding includes a summary of the study evidence that supports the finding and a comparison to contrasting and similar findings from the evaluation and business planning literature. Selection criteria related to the findings are included as part of the discussion of the study's relevance for practice.

Table 16
Major Findings of the Study

Findings Related to Evaluation Rationale
1. Rationale, at its broadest level of conceptualization, influenced selection.
2. Evaluators selected diverse stakeholder groups to improve data quality.
3. Evaluators selected stakeholders to increase use of evaluation findings.
3a. Instrumental and process use influenced stakeholder relevance differently.
4. Values-based rationales, including empowerment and transformation, influenced stakeholder selection.
5. Evaluations usually had more than one goal for stakeholder participation.
Findings Related to Program Context
1. Contextual factors influenced stakeholder selection.
2. Public perception of the program influenced stakeholder selection.
3. Stakeholders' cultural and demographic attributes influenced stakeholder selection.
3a. Evaluators selected stakeholders who were able to participate directly.
3b. Stakeholders were rarely selected because they possessed evaluation skills.
4. Evaluators differed in their views about the value of diversity of stakeholder perspectives and experiences.
5. The evaluator's experience and substantive knowledge influenced stakeholder selection.
6. Social and professional networks influenced stakeholder selection.
7. The program's type, complexity, goals, and culture or climate influenced stakeholder selection.
8. Time and financial resources had a limited influence on stakeholder selection.
Findings Related to the Stakeholder Selection Process
1. Selection was usually an informal process based on people's interest in the evaluation or the program's impact on stakeholders.
2. Self-selection occurred among cases in the study.
3. The locus of control of the selection process varied among cases.
4. Stakeholder selection was usually an on-going or "organic" process.

Findings Related to Rationale

Rationale Finding 1: Rationale, at its broadest level of conceptualization, influenced selection.

Patterns of stakeholder selection distinguished values-based rationales from pragmatic rationales for participatory evaluation. Evaluations that were motivated only by a pragmatic rationale selected program and organizational level mangers, evaluation clients, and funders and excluded beneficiaries and community members more often than evaluations that were motivated by pragmatic and values-based rationales. All evaluations in this study that were motivated by a values-based rationale in addition to a pragmatic rationale selected program beneficiaries for evaluation team membership.

The finding that links evaluation rationales and stakeholder selection is supported in the literature by studies of differences among models or approaches to participatory evaluation (Cousins & Whitmore, 1998; Wallace & Akin, 2007) and by studies of utilization-focused evaluation (Lewis, 1991, Patton 1997b), pragmatic participatory evaluation (Cousins & Whitmore, 1998), transformative evaluation (Mertens, 2001; Mertens, Farley, Madison, & Singleton, 1994), and empowerment evaluation.

Rationale Finding 2: Evaluators selected diverse stakeholder groups to improve data quality.

Evaluators used inclusive stakeholder selection to increase the diversity of perspectives included in the evaluation, which enriched understanding of the program, reduced the potential for bias, produced more relevant results, (Case 11), and more valid conclusions (Cases 13, 16). This finding is supported in the literature by studies that relate diverse stakeholder participation to improved validity (Brandon, 1998; Cousins, 2004; Mertens, 1996) through a process of triangulation of data sources (Denzin, 1978; Johnson, 2005; Mathison, 1988; Patton, 2002).

Evaluators selected program beneficiaries for the evaluation team because beneficiaries had the best understanding of their own needs, or because youthful

beneficiaries communicated more freely with their peers and were more likely to catch inaccuracies in the data they collected from their peers (Cases 12, 20. Evaluators selected staff members or managers for evaluation teams because they had detailed knowledge and understanding of the immediate or practical issues that affected program implementation (Cases 6, 8, 21). Their participation ensured access to data by encouraging the cooperation of other managers and their subordinates in data collection activities (Case 2). Evaluators indicated that staff members shared valuable information because they were responsible for acting on the recommendations derived from the data they provided (Case 7). Organizational level stakeholders, such as upper level managers or administrators, were selected for evaluation teams because they understood program goals and the broader issues or public policies that influenced program implementation and outcomes (Cases 6, 21), or because they provided access to restricted or sensitive data (Cases 6, 8, 15).

Stakeholders were also selected to improve data interpretation and recommendations. For example, selecting community members who were experts in the program issue aided interpretation of data, since their technical expertise or their deep understanding of the community provided alternative explanations for observed program outcomes (Cases 8, 14). Beneficiaries also provided alternative explanations or interpretations based on their firsthand experiences with the program (Case 4). Selecting program staff and public policy makers for evaluation teams helped the team construct more feasible and effective recommendations by drawing on their diverse experiences and broader perspectives of program issues (Cases 7, 8). The literature supports knowledge of the program and its context as selection criteria to identify key stakeholders. Greene (1988) suggested that stakeholders should be selected based on their knowledge, interest, and stake in the program.

Rationale Finding 3: Evaluators selected stakeholders to increase use of evaluation findings.

Stakeholders were selected who could act on the evaluation findings because their position in the organizations gave them the authority to make program decisions or they

were able to sustain change efforts (Cases 1, 2, 14, 17, 21). Selecting respected community members who were recognized as leaders increased the credibility of evaluation findings and encouraged others to participate in the program (Cases 7, 18). Evaluators selected program staff, managers, and organizational representatives more often than program beneficiaries or community members when utilization was a goal of participatory evaluation. Of the nine cases motivated by utilization, but not empowerment or transformation, only four cases selected beneficiaries or community members for evaluation teams (Cases 1, 7, 11, 18). However, the selected stakeholders had program decision making authority in all four cases. The evaluation use literature contains numerous studies that relate decision-making authority to stakeholder relevance (Lewis, 1991; Mark & Shotland, 1985; Patton, 1997b; Weiss, 1983).

Rationale Finding 3a: Instrumental and process use influenced stakeholder relevance differently.

Instrumental use is the direct use of evaluation findings to make changes to or decision about a program. When instrumental use was the rationale for participatory evaluation, evaluators selected staff members who implemented programs and could use the evaluation findings to make program improvements (Cases 6, 17). Instructors in a university language program were included on the evaluation team because they could make changes to instructional style and content of their own classes based on the evaluation's recommendations (Case 21).

Process use is the use of skills gained in implementing an evaluation for purposes other than direct program improvement. Evaluation capacity building refers to building evaluation skills and modifying organization structure or culture to support organization development through evaluation. For example, representatives of the sponsoring organization who were selected for an evaluation team learned skills they could use to evaluate their own programs in the future (Case 10). A project manager was selected for an evaluation team because his direct involvement in the evaluation would develop his evaluation skills and predispose him to view evaluation as a valuable endeavor for the organization (Case 2). The finding is supported in part by the evaluation capacity

building literature that identifies key stakeholders as staff and managers who operate at multiple levels of the organization (King, 2005).

Rationale Finding 4: Values-based rationales, including empowerment and transformation, influenced stakeholder selection.

As noted in Rationale Finding 1, when the evaluation was motivated by empowerment or social transformation goals, program beneficiaries were selected for evaluation teams in 100% of the cases compared to only in 40% of the cases that were motivated by pragmatic rationales. There were no differences in the frequency of selecting community members attributable to rationale in this study. The small number of values-based cases prevents making any conclusions concerning differences in stakeholder selection between empowerment and transformative rationales.

Evaluators chose program beneficiaries for evaluation teams in order to empower them by teaching them evaluation skills. Evaluators in three cases indicated that the young people they selected as evaluation team members were empowered by learning new skills as co-evaluators (Case 4, 20, 14). The evaluators in two of the cases also said that youth who participated in an evaluation advisory team were empowered by the knowledge that their voices were incorporated into recommendations for program improvement (Case 14, 20). The empowerment evaluation literature implies that beneficiaries are the target or focus of empowerment, but theorists in this approach describe broad participation of stakeholders, including beneficiaries and community members as ideal (Fetterman & Wandersman, 2005).

In this study, evaluators attempted to achieve social transformation or equity goals by acting on the level of the individual and the level of the organization. When the focus of transformation was the organization, managers were selected to participate in the evaluation to foster organization development through evaluation capacity building (Case 16). When the focus of transformation was the individual, beneficiaries were selected for evaluation teams to develop their leadership skills. Evaluators stated that societal changes were possible through the leadership development that occurred because of a person's participation in the evaluation (Case 4, 13). In the evaluation literature, transformative

evaluations appear to operate at the level of the individual. Primary program beneficiaries and community members who are considered secondary or indirect beneficiaries would be expected to be identified as key stakeholders in transformative evaluations (Mertens, 2001).

Rationale Finding 5: Evaluations usually had more than one goal for stakeholder participation.

All evaluators were motivated to select stakeholders as co-evaluators to improve the quality of evaluation data and processes. Twelve of the cases were also motivated by a desire to increase evaluation utilization. Four cases were motivated by an empowerment rationale and two cases were motivated by social equity or justice goals. Only two cases were motivated by a single rationale, which was to improve data quality or evaluation processes. The existence of multiple rationales motivating evaluations may explain part of the variation in stakeholder selection observed in the study. Although most of the evaluation literature implies that evaluations are motivated by a single theory or goal, there have been a few studies that recognize that multiple theories and rationales guide evaluations in practice (Garaway, 1995; King, 2003). King (1998) recognized the blending of goals that motivate evaluation when she proposed the term "meliorative participatory evaluation" to describe evaluations that were motivated by a mixture of pragmatic and transformative goals (p. 66).

Findings Related to Context

Context Finding 1: Contextual factors influenced stakeholder selection.

Rationale cannot be the only factor that influences stakeholder selection since cases with identical rationales produced evaluation teams with dissimilar stakeholder composition in the study. The evaluation literature is full of studies that link program context with evaluation implementation and outcomes. The studies with the most direct support for the finding that context influences stakeholder selection can be found in the

culturally responsive literature. Participant culture has been identified as an important aspect of program context that influences evaluation practices and outcomes (Cousins & Earl, 1992; Johnson, 2005; Mertens & Hopkins, 2006; Ryan, Chandler, & Samuels, 2007; Shulha & Cousins, 1997). Several evaluation authors (Guba & Lincoln, 1989; Johnson, 2005; Mertens, 2008; Weiss, 1983b) have discussed the importance and difficulty of identifying key stakeholders and cultural or demographic subgroups.

Context Finding 2: Public perception of the program influenced stakeholder selection.

Evaluators appreciated the value of including stakeholders with diverse opinions of the program, even those who were critical of the program. An evaluator hired program beneficiaries to co-evaluate a program regardless of their opinions of the program, which resulted in hiring some who were critical of the program (Case 20). Even though evaluators valued diverse perspectives of the program, they did not actively recruit program opponents for evaluation teams.

Defining key stakeholders as individuals or groups with an interest in the program or organization has dominated the participatory evaluation and business planning literature for many years (Bryson & Crosby, 1992; Freeman, 1984; Greene, 1988; House & Howe, 2000; Mitchell, Agle, & Wood, 1997). Defining the concept of interest so that it becomes a useful selection criterion in practice remains a difficult task. A few authors have addressed the advantages and disadvantages of including program opponents on evaluation teams (Greene, 2000; King & Ehlert, 2008; Nutt, 2002).

Context Finding 3: Stakeholders' cultural and demographic attributes influenced stakeholder selection.

Stakeholder attributes or characteristics such as their role or function in the program, demographic or cultural characteristics, availability, and willingness to participate influenced their selection for evaluation teams. Some evaluators selected stakeholders because they influenced data collection. Evaluators selected team members who were culturally or demographically similar to stakeholders who were sources of data

to increase the level of trust between data collectors and data providers (Case 14). Evaluators selected program beneficiaries for the evaluation team to improve data collection when there was a long history of distrust between service providers and recipients (Case 13) or when beneficiaries were unwilling to share their experiences of sensitive phenomena with people they viewed as outsiders or authority figures (Case 1, 20). In evaluations involving programs for young adults, including youth with similar lifestyles or program-related issues improved data collection activities. For example, including a college student who had participated in the program increased the participation of other students because they knew and respected him (Case 4). Including foster youth who were program participants on the evaluation team improved data collection because the foster youth knew how to locate other youth and what would be an effective incentive for participation (Case 14). Selecting beneficiaries who were homeless youth for the evaluation team made it more likely that others like them would agree to be interviewed. In this case, it was especially important that the youth who were selected for the evaluation team represent the major cultural subgroups among these program beneficiaries (Case 20). Program participants who were members of the evaluation team were better able to detect data inaccuracies and interpret data than were staff members or the external evaluator (Case 20). Although evaluators did not select stakeholders based on their interpersonal or communication skills, evaluators believed stakeholders' skills or attributes influenced the success of the evaluation. Evaluators valued stakeholders who were team players, reflective listeners who were able to share their views, and stakeholders who were interested and able to use data to inform decision making (Cases 1, 11, 16).

Guba and Lincoln's (1989) early work on fourth generation evaluation refutes this finding. The authors proposed that it is the evaluator's job to facilitate the participatory process to support and encourage the participation of stakeholders whose communication or technical skills would otherwise prevent them from participating in the evaluation. Evaluators seem more willing to identify stakeholder attributes that facilitate effective collaboration in participatory evaluation, such as people who are "highly respected," who "understand evaluation and enjoy data" have a positive 'can do' attitude, and "at least one

person with a good sense of humor" (King, 2005, pp. 90-91). However, there appears to be reluctance among participatory evaluators to use personal attributes as stakeholder selection criteria.This finding is also supported by the evaluation literature dealing with culturally responsive and transformative evaluation cited earlier that describes the importance of attending to the demographic and cultural characteristics of stakeholders, especially when working across cultures such as among indigenous, minority, and disabled peoples and subgroups within those groups. The evaluation literature highlights conflicts associated with issues of direct participation versus representation. Greene (1988) identified maximizing diversity and representation as two overarching goals for participatory evaluation. Early studies of participatory evaluation (Bryk, 1983) and responsive (Stake, 1983) evaluation, assigned evaluators the responsibility of incorporating context, including stakeholder needs and values, into evaluation planning and implementation. Participatory evaluation has evolved to emphasize the importance of direct participation of stakeholders in the evaluation rather than relying on evaluators or other stakeholders to represent stakeholders' needs, values, and experiences. Who can represent another is likely to continue to be a question that influences participatory evaluation practice and research.

Context Finding 3a: Evaluators selected stakeholders who were able to participate directly.

Stakeholders were selected based on their ability to participate for the duration of the evaluation and on their commitment to long-term participation in the evaluation (Case 20) or an estimation of their ability to participate fully, considering their professional workload (Cases 2, 21). In some cases, representatives of stakeholders were selected when the stakeholders themselves could not participate. In these cases, secondary stakeholders were selected based on their ability to effectively represent the primary stakeholder and their relationship with or knowledge of the primary stakeholder's needs, values, or perspectives. This usually occurred when parents were selected to represent their children who were the primary program beneficiaries (Cases 11, 13, 16) or when

staff members represented beneficiaries such as elderly disabled (Case 6) or homeless (Case 7) individuals.

Context Finding 3b**:** Stakeholders were rarely selected because they possessed evaluation skills.

There were only three cases in the study in which stakeholders were chosen because they were technically skilled in evaluation or data analysis. The examples below are exceptions to the general trend of not using technical evaluation skills as a selection criterion. In one case, an evaluator chose two program coordinators because they had developed valuable evaluation skills from working with the evaluator in the past (Case 18). Data analysts were selected in two cases because they were able to analyze complex databases required in the evaluation (Cases 2, 8).

Context Finding 4: Evaluators differed in their views about the value of the diversity of stakeholder perspectives and experiences.

Some evaluators included stakeholders with diverse perspectives on the evaluation team to increase the validity of evaluation finding through triangulation (Cases 13, 16). Others selected diverse stakeholder to expand the team's understanding of the program and produce more relevant and feasible recommendations (Case 1, 7, 8). Some evaluators were neutral on the topic of diversity but said that including program critics did not harm the evaluation (Case 20). An evaluator restricted evaluation team membership to organizational administrators, program managers, and staff to implement a more focused and productive evaluation (Case 21). Similar variations in evaluators' perspectives on the value of diversity are found in the literature. Weaver and Cousins (2004) described the interactions that exist among diversity of interests, power, conflict, and manageability of the participatory evaluation.

Context Finding 5: The evaluator's experience and substantive knowledge influenced stakeholder selection.

The evaluator's level of substantive knowledge of the program issue influenced stakeholder selection. For example, an evaluator selected program staff and managers plus representatives of the sponsoring organization and community members because their direct program experience provided valuable program insights that were not available to the external evaluator (Case 15). An evaluator who was inexperienced in social work selected social workers from the community for their expertise to improve data interpretation and recommendations (Case 8). An evaluator with over 25 years of experiences as a social service manager selected direct service providers and service recipients for the evaluation team because their experiences contributed to producing more useful and feasible public policy (Case 7). A newly hired novice evaluator who was an internal evaluator selected a project director for the evaluation team because the evaluator lacked the trust and confidence from senior management (Case 2).

Context Finding 6: Social and professional networks influenced stakeholder selection.

The social and professional networks within and between stakeholders influenced which stakeholders were selected for evaluation teams. Evaluators selected stakeholders who were known to them through previous collaborations on evaluations or because they were well known as professionals in the program's substantive area. Evaluators relied on longtime community residents, policy makers, community advocates, managers, and foundation representatives to select other stakeholders based on whom they knew and respected (Case 7, 8, 18). Program staff used their knowledge of program beneficiaries to advise the evaluator about which stakeholders would be effective members of the evaluation team (Case 20). Program beneficiaries volunteered for the evaluation team because they were recruited by a program director with whom they had a good relationship (Case 4).

The evaluation literature contains divergent views about the value of using social and professional networks to select stakeholders. Birk (2005) identified the limitations of relying on program staff members' social and professional networks to identify stakeholders. She stated staff members were unlikely to have social connections with

secondary or indirect program beneficiaries or members of the broader social community in which the program is located. Several authors have suggested a snowball sampling approach to stakeholder selection, which relies on the social or professional networks of the nominators (Guba & Lincoln, 1989; Mathison, 2008). Guba and Lincoln indicated that some of the drawbacks of using networks to identify stakeholders are reduced by promoting self-selection through publicizing participation opportunities for the broader social community.

Context Finding 7: The program's type, complexity, goals, and culture or climate influenced stakeholder selection.

The finding that program type influenced stakeholder selection is supported by the fact that more diverse stakeholder groups were selected in social service program evaluations than in formal educational program evaluations. Approximately 70% of social service programs selected at least four stakeholder groups compared to only 43% of educational programs. More social service program evaluations selected community members for evaluation teams (71%) compared to educational programs (43%). See Table 14 in Chapter 4 for a list of the stakeholder groups selected in cases based on the type of program that was evaluated. The differences in stakeholder selection may be related to differences in leadership and decision making style or differences in the number and locations of program sites or the number of service providers, associated with different program types, as described below.

The number and diversity of stakeholder groups represented on evaluation teams usually increased with increases in the complexity of programs, as measured by the number and location of program sites or the number of agencies involved in program service delivery. For example, an evaluator of a program with sites distributed across the United States selected stakeholders who represented all regions of the country where programs were located. The program manager stated that the evaluation client would find the evaluation results more credible if all geographic areas that contained program sites were represented on the evaluation team (Case 10). The composition of the evaluation team reflected programmatic and geographic diversity in cases that evaluated programs

with multiple services and service providers by including representatives of all agencies or organizations that provided program services (Cases 7, 15, 16).

The program's goals also influenced selecting program stakeholders for evaluation teams. Several cases involved programs with secondary goals of increasing community participation in programming or leadership development. In these cases, stakeholders were selected because participation was expected to have a positive influence on stakeholders. Two cases selected community partners for the evaluation team to help achieve program goals of increasing community involvement in programming (Cases 11, 18). When program goals included leadership development for a particular stakeholder group, evaluators selected program beneficiaries and community members to help achieve program goals of leadership development among those stakeholder groups (Cases 4, 8, 13).

The aspects of program culture and climate that influenced stakeholder selection in the study were attitudes toward shared leadership and decision making and the level of trust among stakeholders. Programs or their sponsoring organizations differed in their leadership and decision making styles. Most of the cases in the study involved programs with strong commitment to shared leadership and decision making. This resulted in the selection of diverse stakeholder groups, including program beneficiaries, for evaluation teams. For example, parents were selected for an evaluation of a parent support program because the program's sponsoring organization was founded on a partnership model of planning and decision making (Case 1). Program beneficiaries and community members were selected for an evaluation team, in part, because the program sponsors were committed to stakeholder involvement and engagement in programming (Case 14). An evaluation client's commitment to stakeholder engagement in the evaluation process did not always result in the inclusion of beneficiaries on the evaluation team, as in the case of a state agency that selected service providers but not service recipients for the evaluation team (Case 6). An evaluator believed the client organization's *can-do* philosophy of engagement influenced program managers to volunteer for evaluation teams (Case 10). A client organization's traditions and perspective on the appropriate use of expertise resulted in exclusion of program beneficiaries who were scientists who did not

traditionally participate in management decisions in the organization (Case 2). An organization's use of program advisory boards is a reflection of their leadership and decision making philosophy. Evaluators selected members of program advisory boards for the evaluation team because advisory board membership indicated a high level of program interest on the part of the board members (Cases 14, 16, 18). .

The influence of trust on stakeholder selection is illustrated in the following examples. An evaluator attempted to overcome the negative effects of a long history of distrust between service providers and service recipients by selecting service recipients for the evaluation team (Case 13). The existence of an adversarial work relationship among stakeholder groups resulted in the exclusion of one of the stakeholder groups from the evaluation team (Case 15). Distrust between youthful beneficiaries and a program staff member who were selected for the evaluation team caused the staff member to leave the evaluation group (Case 20). In another case, an evaluator relied on staff members' knowledge of the relationships among members of the community to select stakeholders who would be able to work together effectively (Case 18). The evaluation literature generally supports the finding that program context influences evaluation. The influence of organization culture as one aspect of context that influences participatory evaluation processes and outcomes has been discussed by several evaluation and business planning authors (Greene, 2000; House & Howe, 2000; Huxham, 1996; Mitchell, Agle, & Wood, 1997; Ryan, Greene, Lincoln, Mathison, & Mertens, 1998).

Context Finding 8: Time and financial resources had a limited influence on stakeholder selection.

The effect of small evaluation budgets and short deadlines is difficult to gauge since most of the cases in the study had adequate budgets and took place over several years. Small evaluation budgets were more likely to result in the exclusion of program beneficiaries than other stakeholder groups since evaluators indicated that beneficiaries should be compensated for their participation on evaluation teams (Cases 1, 13, 14, 20). Paying beneficiaries was perceived as a way to reduce power differentials between professional program staff and beneficiaries by providing tangible evidence that

beneficiaries' perspectives and voices were valued within the evaluation team (Cases 1, 13, 14). In all cases where beneficiaries were hired as co-evaluators, payment was provided to compensate them for their work (Cases 13, 14, 20).

Two evaluators in the study indicated that the source of funding influenced stakeholder selection. One evaluator stated that stakeholder selection was more flexible when the evaluation was supported by internal program funds than when foundations or public agencies funded the evaluation (Case 16). Another evaluator lamented the program funder's requirement to include all stakeholder groups because it resulted in having to mediate between the grassroots community groups that were funded and the foundation officials to help them understand one another's needs and perspectives (Case 1).

Most of the cases in this study had adequate time to complete the evaluation. The few cases that faced short timelines selected stakeholders to counteract that limitation. An evaluator selected an influential project director and a staff member with highly developed data analysis skills for the evaluation team. The director's positional power within the organization induced others to cooperate in a timely manner, which reduced the time needed for data collection. The staff member's statistical skills streamlined the data analysis activities of the evaluation (Case 2). An evaluator selected program coordinators because they had developed evaluation skills from previous work with the evaluator, which allowed them to share the evaluation workload and complete the evaluation on a tight time schedule (Case 18). Another evaluator expressed the belief that including multiple stakeholder groups allowed her to accomplish more with a small evaluation budget (Case 8). An article in the evaluation literature by Torres, Stone, Butkus, Hook, Casey, and Arens (2000) suggest the importance of considering the influence of evaluation resources when selecting stakeholders.

Findings Related to the Stakeholder Selection Process

Process Finding 1: Selection was usually an informal process based on people's interest in the evaluation or the program's impact on stakeholders.

Evaluators defined interest in terms of the stakeholders' functional role in the program, which included direct service providers and managers, as well as service recipients. Representatives of the program's sponsoring organization, community members who provided related or complementary services, policy makers, or people who were affected in some way by the program were all seen as having a legitimate interest in the program and evaluation. Community members, such as other service providers or policy makers, had an interest in the evaluation due to their stake in the program's issue rather than their stake in the program itself.

There were exceptions to the pattern of stakeholder selection consisting of an informal process that considered the stakeholder's interest in the program as the primary stakeholder selection criterion. The exceptions consisted of five cases that selected stakeholders using a sampling or hiring process. Two cases used a two-step sampling approach. In one case, the first step selected all stakeholder groups that were affected by the program (Case 11). The second case initiated selection by determining who was critical to the evaluation goal of evaluation capacity building (Case 16). The second stage of selection in both cases involved a form of convenience sampling based on whom it was realistic to involve in the evaluation. Those decisions were made based on the stakeholder's long-term availability or location. Three cases used a hiring process to select program beneficiaries for the evaluation team. Hiring criteria included the beneficiary's interest in participating, their ability to commit to consistent and long-term participation, and the length of their involvement in the program (Cases 13, 14, 20).

Numerous approaches to stakeholder selection have been described in the evaluation and business planning literature. Stakeholder selection in transformative evaluation is built into context analysis and is founded on mutual respect and trust between program beneficiaries and the evaluator (Wallace & Akin, 2007; Mertens, 2009). Effective stakeholder selection in transformative evaluation assumes the evaluator has developed a deep knowledge of the cultural diversity among program beneficiaries. King (2005) suggested that determining stakeholder relevance is an integral part of context analysis. Stakeholder selection in utilization-focused evaluation and strategic planning literature, described as stakeholder mapping or stakeholder analysis, is a more formal or

structured approach to stakeholder selection, which determines stakeholder relevance based on the group's or individual's stake in the program and their opinion of the program (Bryson, 2004; Patton 1997b). Patton's approach added another selection criterion to the process by identifying stakeholders who would be primary users of evaluation findings. In the business planning literature, Eden (1996) used cognitive mapping to identify key stakeholders who have power to influence the organization and an interest in the organization. Finn (1996) used a "circle of influence" to select stakeholders whose social and political connections and their "proximity" to the issue or problem identified them as relevant stakeholders (p. 157). Evaluation authors have proposed snowball sampling (Guba & Lincoln; 1989, Mathison, 2008) to identify key stakeholders. Fitzpatrick, Sanders, and Worthen (2004) developed a checklist for selecting stakeholders based on how each stakeholder group might use evaluation findings, which is typical of the role-based checklists used to identify key stakeholders in many forms of evaluation (Birk, 2005; Guba & Lincoln, 1981; Mathison, 2008).

Process Finding 2: Self-selection occurred among cases in the study.

Program staff, managers, members of the community, and beneficiaries were able to volunteer for evaluation teams in six of the cases in the study (Cases 4, 10, 13, 14, 17, 18). In some cases, the initial recruitment of evaluation team members involved issuing an invitation to all beneficiaries (Cases 4, 13, 14) or managers whose programs were funded by the client (Case 10). In other cases, representatives of the program's sponsoring organization or members of the community asked to be involved once they heard about the evaluation's activities or interim results (Case 14, 17, 18). Stakeholders who self-selected or volunteered to participate on evaluation teams generally had a positive view of the program and some were strong advocates of the program or issue addressed by the program. For example, an evaluator who described an evaluation team made up of stakeholders who volunteered to participate, described them as individuals who were passionate about the program, who would do anything for it (Case 4, 18). There are very few studies reported in the evaluation literature that relate to self-selection

of program stakeholders. However, Guba and Lincoln (1989) proposed encouraging self-selection of community members by using local media outlets to advertise opportunities for participation in the evaluation.

Process Finding 3: The locus of control of the selection process varied among cases.

Selection was a shared responsibility between the evaluator and client in 6 of the 16 cases in the study. Evaluators relied on the staff members' insider knowledge of the program, its participants, and its context to make appropriate stakeholder selections (Case 2, 16, 18, 20). For example, an internal evaluator relied on a program manager's knowledge of the capabilities of staff members to select other evaluation team members. In another case, an evaluator used a program advisory board that had been formed by the project director to form the evaluation team (Case 14). An evaluator and client created an evaluation advisory team that was responsible for selecting the evaluation implementation team in two cases (Cases 11, 21). In two cases, the client controlled the selection process with minimal input from the evaluator (Cases 6, 8).

The little that has been published in the evaluation literature supports the finding that stakeholder selection is often an informal dialogue or discussion between the evaluator and client. House and Howe (2000) proposed a dialogue between the evaluation and client as a way to promote deliberative democratic evaluation. Bryson and Crosby (1992) stated that "initiators of change" are usually responsible for selecting "key stakeholders" (p. 141). Guba and Lincoln (1989) proposed that stakeholder selection should be a negotiated process between the evaluator and client.

Process Finding 4: Stakeholder selection was usually an on-going or *organic* process.

Although stakeholder selection typically occurred as an initial step in evaluation planning, it was also conducted at later stages of evaluation implementation in some cases. Three cases in the study added permanent or temporary members to the core evaluation team to address perceived deficits in skills or knowledge among the original team members. For example, additional members were added when the evaluation team

discovered previously unrecognized program activities that affected program outcomes (Case 8). In other cases, stakeholders were added who possessed statistical analysis or database management skills that were lacking in the original team (Case 1). The core group also changed over time because stakeholders volunteered to participate on the evaluation team once they became aware of the evaluation's activities or interim results.

Implications for Practice

Evaluators who conduct participatory evaluation face difficult decisions related to stakeholder relevance, especially when they attempt to adapt evaluation practices to reflect the local conditions in which programs operate. Evaluators must balance potentially conflicting evaluation goals and the diverse values and perceptions of the evaluation client and program stakeholders as they attempt to conduct useful and efficient evaluations. Evaluators must determine which contextual factors are likely to have the greatest impact on evaluation practices, including stakeholder selection practices. The findings of this study may contribute to reducing some of the complexity associated with stakeholder selection by linking rationale and context-related factors to stakeholder relevance. The stakeholder selection criteria derived from the study's findings (Table 17) may serve as a starting point from which evaluators can determine the factors that are most relevant to stakeholder selection in their particular situations.

Evaluation practitioners' primary obligation is to meet the client's needs by conducting evaluations that conform to the Program Evaluation Standards (Sanders, 1994). However, evaluators also have a professional obligation to contribute to improvements in evaluation practice, which I suggest could be accomplished by documenting program context factors and the stakeholder selection criteria and processes they use in those contexts. Sharing this information with colleagues through topical interest groups in professional associations is a way practitioners and researchers can contribute to the knowledge base that supports evaluation practice.

Table 17
Stakeholder Selection Criteria Based on Study Findings

Selection Criteria Related to Evaluation Rationales
1. To improve data quality, consider selecting select stakeholders who are knowledgeable about program implementation, outcomes, and/or participants.
2. To increase evaluation utilization, consider selecting stakeholders who can use findings and increase credibility, support, and/or participation.
3. To increase instrumental use, consider selecting stakeholders who are most directly involved in program implementation.
4. To build evaluation capacity or encourage process use, consider selecting stakeholders who have service delivery and managerial functions in the organization.
5. If the evaluation is motivated by empowerment or social equity goals, consider selecting stakeholders who are direct program beneficiaries.
6. If the evaluation is motivated by social transformation goals through organizational development, consider selecting stakeholders whose position in the organization can foster organizational change.
Selection Criteria Related to Stakeholder Attributes
1. Consider selecting stakeholders who have a legitimate interest in the program or issue regardless of their opinion of the program.
2. If data collection is likely to be challenging, consider selecting stakeholders who are culturally or demographically similar to people who are data sources.
3. Consider selecting stakeholders based on their program experience or perspectives rather than their evaluation skills.
4. Consider stakeholders' interpersonal, collaborative, and communication skills and receptivity to coaching when selecting stakeholders.
5. Consider selecting stakeholders whose perspectives and experiences will complement the evaluator's knowledge of program implementation and outcomes.
6. Consider selecting stakeholders who are well-connected at multiple levels of the social and professional community.
Selection Criteria Related to Program Attributes
1. Consider selecting stakeholders who represent all program service providers and recipients.
2. Consider selecting stakeholders whose participation reinforces program goals.
3. Consider selecting stakeholders who are credible to the client.

Implications for Research

Evaluation researchers may benefit from the experiences I gained from conducting this research study. One of the difficulties encountered was related to the number and diversity of terms and definitions used by evaluators who conduct

participatory evaluation. A definition of participatory evaluation was proposed by one of my committee members, who suggested that participatory evaluation is one in which the evaluator shares power in making evaluation decisions. While this definition is true of participatory evaluations, I believe it also applies to every evaluation since all evaluations have a client who has some level of control over the evaluation. I am more inclined to define participatory evaluation based on which stakeholder groups are involved as co-evaluators and to define participatory evaluations as those that, at a minimum, include beneficiaries and program staff on an evaluation team. Future researchers will need to grapple with the issue of restricting the study to evaluations that fit their own definitions of participatory evaluation or to let potential study participants decide this issue for themselves. If the latter approach is used, study participants will need to communicate their own definitions of participatory evaluation, which based on this study, appears to be difficult to articulate.

Difficulties in defining participatory evaluation influence study participant recruitment in addition to categorizing and analyzing interview data. Future researchers may be able to recruit more evaluation practitioners who conduct participatory forms of evaluation for study participants by broadening their invitation beyond the Collaborative, Participatory, and Empowerment Evaluation Topical Interest Group (TIG) of the AEA to include the Independent Evaluators TIG, the International and Cross-Cultural TIG, or the entire AEA membership. Expanding research on stakeholder selection in participatory evaluation to evaluations conducted outside of the United States and Canada would enrich a study of stakeholder relevance in participatory evaluation.

A related research issue to consider is how to group stakeholders into categories. For example, it was not always clear if an individual who participated in the evaluation was a program manager or the evaluation client or both. The multiple roles that stakeholders may hold in the program, organization, or community and lack of clarity about which stakeholder category applies best to an individual makes it difficult to assign individuals to stakeholder groups. In-depth questioning about the roles and identities of individual stakeholders will be needed to determine which stakeholder

groups are represented on evaluation teams and to assign individuals to stakeholder groups.

I believe that in order to define an evaluation as participatory, one must consider how people participate in the evaluation in addition to determining who participates in the evaluation. My current view, which has been influenced by the results of this study, is that evaluation participants must be involved in the initial phases of the evaluation when evaluation questions are being developed. In the course of this study, I avoided asking questions about what team members actually did in the evaluation in order focus the study on stakeholder selection. In retrospect, I believe this was a mistake since stakeholder relevance and participatory evaluation goals or rationales relate strongly to expectations of the contributions or responsibilities of evaluation team members. I would recommend that researchers ask questions about the responsibilities of each individual on the evaluation team to determine the type and timing of stakeholder participation in the evaluation. I attempted to clarify stakeholder involvement during *analysis* of the interviews by determining which stakeholders participated in each of Burke's (1998) "key moments and decisions" in each evaluation (p. 47). In retrospect, I would have gained greater insight into the link between stakeholder participation and stakeholder relevance had I used this framework during the interview itself.

It is obvious from the study that evaluators had more than one goal or rationale for conducting participatory evaluations. It is not clear which goals were the most influential in terms of stakeholder relevance and choosing a participatory approach. Attempting to categorize evaluations, as they are conducted in the field, into participatory evaluation approaches as they are described in the evaluation literature, (e.g. pragmatic, utilization-focused, transformative, and empowerment evaluations), may be artificial and inaccurate. An alternative approach to defining or distinguishing participatory evaluation approaches may be to disregard rationales or intended goals entirely. Stevahn and King's (2005) approach to defining evaluations using a continuum based on the level of involvement and control of the evaluator compared to program stakeholders may be a more useful framework for studying stakeholder selection in different approaches to participatory evaluation.

Participatory evaluation can benefit from additional research on the influence of multiple rationales for participatory evaluation, the influence of stakeholder selection on participatory evaluation methods and outcomes, and the influence of context on stakeholder relevance. Collecting data through questionnaires rather than through in-depth interviews would create a larger dataset from which conclusions that are more generalizable might be made. Updating and implementing the questionnaire developed by Cousins, Donohue, and Bloom (1996) would provide additional insights into current participatory evaluation practices and rationales. The quality of participatory processes could be assessed by comparing the extent of collaboration among participatory evaluations that have different evaluation team composition, using Gajda and Koliba's Community of Practice Collaborative Assessment Rubric (2007) in cluster or multi-site evaluations. Perhaps additional research concerning the impact of stakeholders on evaluation implementation and outcomes should supersede additional research on stakeholder selection since understanding stakeholder selection is of little importance if the makeup of evaluation teams cannot be shown to influence either evaluation implementation or outcomes. Additional research into stakeholder selection practices and outcomes is certain to uncover additional questions and issues that influence participatory evaluation methodology and outcomes. Both evaluation practitioners and researchers could contribute to the knowledge base of participatory evaluation by testing the feasibility and usefulness of the findings of this study.

Conclusion

This study was conducted to explore stakeholder selection methodology in various forms of participatory evaluation. It becomes obvious from the experiences shared by evaluators in this study, that evaluation practitioners work in complex and diverse program environments. The great variety of programs and program contexts coupled with the multiple and sometimes conflicting goals that motivate participatory evaluations make it impossible to suggest one set of stakeholder selection criteria or one way of selecting stakeholders that will apply to every participatory evaluation. It can be hoped that the findings presented in this study will encourage evaluation practitioners and

researchers to investigate the issue of stakeholder selection in more detail than has been possible in this study. Sharing the wealth of experiences from evaluation practice and the findings of evaluation research cannot help but strengthen participatory evaluation practice and increase the quality of participatory evaluations.

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Appendix A

Nomination Email to Participatory Evaluation Theorists

Dear (*Name*),
I am writing to ask if you would be able to assist me in identifying participants for my dissertation research, which is described below. If you have any questions, please be sure to contact me at the email address or phone number listed at the end of the email. Thank you for any help you can give me to support my research.

I am a doctoral candidate at the University of Minnesota working on my dissertation in Evaluation Studies. Dick Krueger and Frances Lawrenz are my advisors and Jean King is my unofficial advisor while she is on sabbatical. I am exploring how evaluators select stakeholders for participation in collaborative forms of evaluation. Some writers have called these practical-participatory evaluation, transformative, empowerment, utilization-focused, and responsive evaluations. I am asking you, and a handful of other well-known theorists, to nominate experienced, in-the-field practitioners who have successfully conducted participatory evaluations. The nominees will participate in a one-hour interview this spring or early summer, and a web-based focus group in August or September.

Would you please forward this email to the 3 to 5 evaluation practitioners you wish to nominate as research participants? I am using this way of contacting potential participants to honor privacy guidelines of my university's Institutional Review Board. If the evaluators you nominate are willing to participate in this research, or if they have additional questions, they should contact me at the email address or phone number below.

Thank you for your help in conducting this research. If you have any questions, please contact my advisors or me. I hope the study will provide additional insights, which may guide and improve evaluation practice and support additional research in collaborative and participatory forms of evaluation.

Yours truly,

Randi K. Nelson Doctoral Candidate, (*contact information included*)

Dissertation Advisors: (C*ontact information included*)

Frances Lawrenz and Richard Krueger

Appendix B

Study Background (Sampling Method A)

From: Randi Nelson, Doctoral Candidate; Evaluation Studies, University of Minnesota

I am writing to give you some additional information about my dissertation study of stakeholder selection in participatory evaluation. You are invited to participate because an evaluation theorist who believes you incorporate theories and concepts of participatory evaluation into your practice has nominated you. I am using the term "participatory evaluation" broadly to include practical-participatory, collaborative, empowerment, transformative, responsive, and utilization-focused evaluations. For the purposes of this study, I am defining participation as involvement of nonevaluator stakeholders in at least two of the following activities:

1) developing evaluation questions, 2) choosing or designing data collection methods, 3) providing data about the program, 4) collecting data, 5) analyzing and/or interpreting data, and 6) producing or presenting evaluation findings.

If you agree to be in this study, you will take part in a one-hour telephone or in-person interview, check the accuracy of my summary of the interview, and participate in a web-based discussion of stakeholder selection practices. This will involve signing onto a web-based discussion board and responding to questions posted on the website each day over a period of three to five days.

Individual interviews will focus on stakeholder selection in evaluations you have completed in the last three years. I will use the interview data to develop models of stakeholder selection in which will include commonly used selection criteria or considerations, factors that influence stakeholder selection, and a description of processes used in the selection process. Feedback from the focus group will be used to refine the models and discuss other issues related to stakeholder selection. The interview questions are listed below to guide you in reviewing any field notes or final reports that you think will help you respond to the questions. Individual interviews will be conducted over the next two months and the web-based focus group will be conducted in mid to late summer or early autumn.

Interview Questions

1) What criteria or considerations do you use to select key stakeholders?
2) What methods or techniques do you use to identify and select stakeholders?
3) What factors influence the stakeholder selection processes you use?
4) What stakeholders should have participated in the evaluation, but did not?
5) How do you know if you selected the right stakeholders?

Please indicate your willingness to participate in this study by typing your name at the bottom of the attached consent form and returning it to me by email. Thank you for seriously considering participating in this research. Your involvement will help to strengthen the methods used in participatory evaluation and build a base for further research that will enrich the field of evaluation. If you have any questions, please contact me at (*Contact information included here*).

You may also get in touch with my advisors Frances Lawrenz or Richard Krueger at the contact points listed below.

Yours truly,

Randi K. Nelson, Doctoral Candidate,
Evaluation Studies, Educational Policy & Administration Dept., University of Minnesota
(*Contact information included here*)
Dissertation Advisors (C*ontact information included*)
Frances Lawrenz and Richard Krueger

Appendix C

University of Minnesota Institutional Review Board Consent Form

Study Title: Models of Stakeholder Selection in Participatory Evaluation

You are invited to be in a research study of the stakeholder selection practices of evaluators who conduct participatory forms of evaluation. You were selected as a possible participant because have conducted participatory, collaborative, transformative, empowerment, or utilization-focused evaluations and are a member of the Canadian Evaluation Society or a member of the Collaborative, Participatory, and Empowerment Evaluation Topical Interest Group of the American Evaluation Association. We ask that you read this form and ask any questions you may have before agreeing to be in the study.

This study is being conducted by Randi K. Nelson, a doctoral candidate in the Department of Educational Policy and Administration at the University of Minnesota, Twin Cities campus.

Background Information: The purpose of this study is to gather information about the stakeholder selection practices of evaluators who conduct participatory evaluation in order to develop models of stakeholder selection for different approaches to participatory evaluation.

Procedures: If you agree to be in this study, we would ask you to do the following things: Participate in a one-hour phone or in-person interview, which will be audio-recorded. You may also participate in a web-based discussion of interim models of stakeholder selection that would require you to respond to questions posted on a website over a three to five-day period.

Risks and Benefits of being in the Study: There are no known risks or costs associated with participation in this study. The benefits include the opportunity to learn about other evaluation processes that may strengthen your own evaluation practice.

Compensation: You will not receive any compensation for participating in this study.

Confidentiality: The records of this study will be kept private. In any sort of report I might publish, I will not include any information that will make it possible to identify a

subject. Research records will be stored securely and only researchers will have access to the records. Only the principal investigator will have access to digital recordings and transcripts, which will only be used for educational purposes. Audio recordings and transcripts will be erased within two years of completion of the study.

Voluntary Nature of the Study: Participation in this study is voluntary. Your decision whether or not to participate will not affect your current or future relations with the University of Minnesota. If you decide to participate, you are free to not answer any question or withdraw at any time with out affecting those relationships.

Contacts and Questions: The researcher conducting this study is Randi K. Nelson. You may ask any questions you have before you agree to participate. If you have questions later, you are encouraged to contact Ms. Nelson's advisors Frances Lawrenz at *(Contact information provided here)* or Richard Krueger at (*Contact information provided here*). If you have any questions or concerns regarding this study and would like to talk to someone other than the researcher(s), you are encouraged to contact the Research Subjects' Advocate Line, D528 Mayo, 420 Delaware St. Southeast, Minneapolis, Minnesota 55455; (612) 625-1650.

Please keep a copy of this information for your records.

Statement of Consent: I have read the above information. I have asked questions and have received answers. I consent to participate in the study

.

Appendix D

Invitation to Canadian Evaluation Society Members

Please consider being interviewed as part of my doctoral dissertation research on stakeholder selection in participatory and collaborative forms of evaluation. I am a doctoral candidate at the University of Minnesota working on my dissertation in Evaluation Studies. Richard Krueger and Frances Lawrenz are my advisors and Jean King is my unofficial advisor while she is on sabbatical. For my dissertation, I am exploring how evaluators select stakeholders in participatory forms of evaluation such as practical-participatory evaluation, transformative, empowerment, utilization-focused, collaborative, and responsive evaluations.

I am asking experienced, field-based practitioners who have successfully conducted participatory evaluations to take part in a one-hour phone interview this spring or summer. Those who are interviewed may also participate in a web-based focus group in August or September. The identities of all participants will be kept confidential and each person will have the opportunity to check the accuracy of their interview summary.

If you would like to take part in this study, please email me at the address below. You may choose to be involved in the individual interview and the online focus group or you may limit your involvement to the individual interview only. The interview questions are listed below and focus group questions will be developed based on responses to these questions. If you have any questions, please contact my advisors or me at the numbers listed at the end of this invitation.

Interview Questions

1) To put your answers in context, please tell me a little bit about your practice and the programs and evaluations we will be discussing.
   a) In what programmatic areas do you usually work? (e.g. health, education, etc.)
   b) How long have you been conducting participatory forms of evaluation?
   c) What were you hoping to accomplish by involving stakeholders in the evaluation?
   d) What did stakeholders do as part of the evaluation(s)?
2) What made the selected stakeholders relevant for participation in the evaluation(s)?

3) What steps or methods did you use to identify relevant stakeholders?
4) What factors influenced stakeholder selection in the evaluation(s)?
5) How do you know if you selected the right stakeholders?
6) Based on your experiences, what advice would you give to your colleagues as they attempt to select relevant stakeholders for participation in evaluations?

Thank you very much for seriously considering participating in this research. Your insights and experiences will make a great contribution to the quality and understanding of collaborative and participatory evaluation.

Yours truly,
Randi K. Nelson, Doctoral Candidate, *(Contact information included here)*

Dissertation Advisors: (C*ontact information included*)
Frances Lawrenz and Richard Krueger

Appendix E

Request to use the AEA CPEE-TIG Membership List**Error! Bookmark not defined.**

Dear Susan Kistler and members of the AEA Executive Committee,

I am writing to ask permission to use the membership list of the Collaborative, Participatory, and Empowerment Evaluation (CPEE) Topical Interest Group (TIG). I would like to ask evaluators who are non-student members of this TIG to participate in my doctoral dissertation research in Evaluation Studies at the University of Minnesota. Student members of the TIG will be excluded from the sample in order to limit participation to practicing, professional evaluators.

The research study will describe how evaluators identify relevant stakeholders for participation in collaborative forms of evaluation. For this study, I will include practical-participatory evaluation, transformative, empowerment, utilization-focused, and responsive evaluations under the general term of 'collaborative forms' of evaluation.

TIG members who respond to my invitation will be asked to participate in a one-hour interview this spring or summer. They will also have the option of participating in a three to five day web-based focus group in August or September.

I am asking permission to use the CPEE TIG membership to invite study participants since my original sampling scheme failed. I asked ten evaluation theorists to nominate three to five practicing evaluators who they believed exemplified major approaches to participatory evaluation. This resulted in only five responses, three of which were self-nominations. I would like to expand the sampling frame to AEA members who are members of the CPEE TIG and who are practicing evaluators in order to yield a larger and more diverse pool of participants and a richer source of data.
I have attached the following documents in support of this request:

- Letter of Invitation to CPEE TIG members
- CPEE TIG Interview Protocol
- Original IRB Request and Approval

If you approve this request, I will include your notification and the letter of invitation and interview protocol with a Change in Protocol form to my university's Institutional Review Board. I understand that if the AEA Executive Committee approves my request, it will be contingent on the University of Minnesota's IRB approval.

Thank you for considering my request to use the CPEE TIG membership list to support my dissertation research on stakeholder selection practices in collaborative evaluation. I believe this research will benefit the field of evaluation by providing additional insights into stakeholder selection in evaluation. This study may guide and improve evaluation practice and support additional research in collaborative forms of evaluation.

Yours truly,
Randi K. Nelson, Doctoral Candidate,
Evaluation Studies, Educational Policy & Administration Dept., University of Minnesota
(Contact information included)

Dissertation Advisors: (C*ontact information included*)
Frances Lawrenz and Richard Krueger

Appendix F

Sample Completed Member Check Summary**Error! Bookmark not defined.**

Please help me to ensure the accuracy of my research data by reviewing this brief summary of the program evaluation that you described in our interview this summer. Add any comments or corrections you wish to make in the last column. I have included your name and program name on this summary but they will not appear any place in any subsequent publications, including my dissertation.
Thank you for your assistance. Let me know if you have any questions or concerns.
Randi Nelson (*email address included here*)

Interviewee: XXXXX
Program Name: XXXXX

	Case attributes & Values	Case Values	
		Summarized from the interview	Corrections:
1	Primary Profession of the evaluator: Academic, Evaluator	Academic	
2	Gender of the evaluator	Female	
3	Evaluator's years of experience in participatory evaluation: 1-5; 6-10; 11-15; 16-20; 21-25, 26+	25 (21-25)	
4	Evaluator's Stance: Internal, External	External	
5	Program type: Education, Health, Social service	Extension: 4H Youth Leadership development	
6	Duration: How long did the evaluation take (years): Less than 1 year, 1 year, More than 1 year, On-going	1 year	
7	Program scope: Local, State, Regional, National	National	
8	Number of program sites: Single, Multiple	Multiple	
9	Type of evaluation: Summative, Formative, Developmental	?	Formative
10	Primary rationale for using a participatory approach to the	Pragmatic (more authentic data) and	No funding – all in kind and volunteer

	Case attributes & Values	Case Values	
		Summarized from the interview	Corrections:
	evaluation: Empowerment, Pragmatic, Transformative, Utilization, Evaluation Capacity Building	utilization (buy-in & use)	except for a $2,500 grant from the assoc. dean for academics to help the stakeholder attend a conference to present the results
11	Funding source: How was the evaluation funded? Federal, State or local public funds, Foundation, Other private funding	?	
12	Number and function of the evaluation group: Work group or team, Advisory, One group that acted as both an advisory and work group, Two distinct groups	One group that acted as both an advisory and work group	
13	Size of the Evaluation Advisory Group	5 (2 academics, 2 graduate students, 1 camp counselor)*	Had another undergrad who was not a camp counselor help for a short period of time with the pilot focus group and transcription
14	Size of the Evaluation Working Group/Team	Not applicable	
15	Were additional members added to the evaluation group as needed? (Ad hoc groups). If so, what types?	No	
16	Were program beneficiaries/end-users included in the evaluation group? Is so, where?	Yes (advisory & work group)	
Who was primarily involved in each of these "key moments and decisions in the evaluation process (modified from Burke, 1998, p. 47)? Evaluator, Stakeholders, or Both?			
17a	Assembling the team	Evaluator	

	Case attributes & Values	Case Values		
		Summarized from the interview		Corrections:
17b	Planning-evaluation questions	Evaluator		
17c	Planning-data collection methods	Both (?)		Can remove the ?
17d	Collecting data	Both		
17e	Data synthesis/analysis	Both		
17f	Data-sense making	Both		
17g	Making recommendations	Both		
17h	Reporting findings	Both		
17i	Disseminating findings	Both		
	How does the evaluation fit the Weaver & Cousins (2004) "process dimensions of collaborative inquiry"?			
18a	Who controls technical evaluation decisions? 1=Evaluator, 3=Shared, 5=Stakeholders		2	
18b	Depth of participation of non-evaluator stakeholders in technical tasks 1=consultative, 5=deep involvement		4	
18c	Diversity of stakeholders selected for participation 1=limited, 5=diverse		5	4- all were white and middle class
18d	Manageability of evaluation implementation 1=manageable, 5=unmanageable		1	
18e	Power relations among participating stakeholders 1=neutral, 5=conflicted		1	

References

Burke, B. (1998). Evaluating for a change: Reflections on participatory methodology. *New Directions for Evaluation, 80*, 43-56.

Weaver, L., & Cousins, J. B. (2004). Unpacking the participatory process. *Journal of Multidisciplinary Evaluation, 1*, 19-40.

Notes

*I struggled with how to consider the other 6 camp counselors who helped pilot the focus group protocol and decided to not consider them a part of the evaluation team due to their limited involvement. (RKN)

(Study Participant): this is ok

Appendix G

Summary of Cases

This narrative describes the composition and activities of the stakeholder groups involved in the evaluations included in the study. Each case summary describes the number of evaluation teams involved in the evaluation, the size and composition of each team, the inclusion or exclusion of program end-users, and the level of participation of program stakeholders and the professional evaluator. The description of the level of program stakeholder and evaluator participation in each evaluation is based on Burke's (1998) identification of "key moments and decisions in the evaluation process" (p. 47). The evaluation activities include assembling the team, planning the evaluation questions, planning data collection methods, collecting data, data synthesis or analysis, data-sense making or interpretation, making recommendations, reporting findings, and disseminating findings. Case numbers marked with an asterisk include feedback from the member checking process.

Case 1*

The case consists of a foundation-funded on-going formative evaluation of two national non-profit social service organizations' domestic violence prevention programs. A participatory approach was congruent with the shared leadership and empowerment philosophies of the sponsoring organizations. Stakeholder participation supported evaluation capacity building and evaluation utilization by producing accurate and useful information for program improvement. One evaluation team acted in both an advisory and evaluation implementation capacity. This ten-member group consisted of three local affiliate program volunteers, three state or national program directors, two representatives of other community-based family service agencies, and two external evaluators, one of which was interviewed for the study. A statistician and database manager were added to the original evaluation group to support implementation of the evaluation on an ad hoc basis. The program volunteers who participated in the evaluation group were also program beneficiaries. Program stakeholders were involved in all evaluation activities except data analysis.

Case 2*

This case involved an internal summative evaluation of a national science research council's budget allocation process. It was funded through the organization's operating budget to gather data to support program decision making and to improve evaluation capacity within the organization. The organization's management team acted as the client and evaluation's advisory group. The extent of the involvement of the organization's oversight committee on evaluation in the participatory evaluation was unclear. The committee consisted of individuals from the scientific, evaluation, and policy communities. The evaluation implementation team consisted of the internal evaluator, the program director, and a program staff member who served a data access and analysis function. The program director assembled the evaluation team and the evaluator developed the evaluation questions. The implementation team planned data collection, and collected, analyzed, and interpreted data. They also made recommendations and wrote or reviewed the evaluation reports. The program director was responsible for disseminating evaluation findings. Scientists whose programs were affected by the budget allocation process were not included on the evaluation implementation team but they had indirect influence due to their inclusion in the organization's oversight committee.

Case 4*

This one-year formative evaluation of 4-H camps described the effects of the camp leader experience on college students. Its only funding came from a university grant to support presentation of evaluation findings at a national conference. The evaluation implementation team consisted of two university faculty members, two graduate students, and one camp leader. The faculty members on the evaluation team developed the evaluation questions. The entire group participated in all other evaluation decisions and activities. Six other camp leaders participated in pilot testing data collection instruments.

Case 6*

This on-going formative evaluation of county programs to support independent living of the disabled elderly was in its second year of a five-year state evaluation contract. The external evaluator chose a participatory approach to increase utilization of findings by providing "immediate feedback to each county that will help them in improving their systems for service delivery". A group made up of more than 10 state agency staff members served as the evaluation's advisory committee. The evaluation implementation team consisted of three external evaluators (one of whom was interviewed for the study), two state agency staff, and staff from counties that ran the programs. The state agency staff on the evaluation team were pre-selected by the state prior to awarding the evaluation contract. A state Quality Assurance Manager and the Assistant Commissioner of the state agency occasionally participated in the evaluation as "orbiting stakeholders" in order to keep informed of evaluation progress and interim results. The client was responsible for assembling the evaluation teams. The evaluation team conducted all other evaluation activities except collecting and analyzing data and writing evaluation reports. The implementation team was involved in all activities except assembling the evaluation teams. Elderly program recipients were not included in either evaluation group.

Case 7

This case described a three-year evaluation of 28 foundation-funded homeless prevention programs. Although each program was evaluated individually, the overall evaluation planning and implementation used a participatory approach. The rationale for stakeholder participation was evaluation capacity building, producing "sounder outcomes" to inform policy development and avoiding the "exploitation" that results when stakeholders contribute to an evaluation but get nothing in return. The six to seven-member evaluation advisory team consisted of the project manager, homeless people who had received program services in the past but were now employed by service providers, "thought leaders" in the community, and representatives of grantees, the sponsoring foundation, and state social service agencies. The external evaluator who was interviewed

for the study, three evaluation firm staff, and a foundation representative provided technical assistance to the grantees as they conducted their own evaluations. A much larger stakeholder group of 70 to 80 people convened annually to disseminate findings, provide feedback on evaluation problems and successes, and gain political support for evaluation utilization. Formerly homeless individuals participated in the evaluation advisory and implementation groups. Program stakeholders were responsible for all evaluation activities except assembling the evaluation teams, developing the evaluation questions, and analyzing data. The foundation that funded the programs and was the evaluation client, took responsibility for assembling the evaluation teams and developing the evaluation questions. The evaluation firm analyzed the data.

Case 8*

This external summative evaluation of the cultural specificity of a state child welfare agency's practices included program stakeholders on the evaluation team to build the agency's evaluation capacity and accomplish evaluation goals in spite of a limited budget. The evaluation took three years to complete and was one of three evaluations in northwestern states of the United States as part of a larger federally funded national evaluation. One evaluation team functioned in advisory and implementation capacities. This six to ten-member evaluation team consisted of some members of a pre-existing research team chosen by the project manager plus members chosen by the external evaluator. The evaluation team consisted of the agency manager, office staff and data specialists, two external social workers, two evaluators, and one community advocate. Defining program beneficiaries was difficult in this case. If children are considered program end-users or customers, then beneficiaries were not included in the evaluation. However, social workers may be considered program beneficiaries, in which case, they were included as stakeholder evaluators. The program stakeholders on the evaluation team participated in all evaluation decisions and activities except determining the evaluation questions, which the funder stipulated in the request for proposal. Program stakeholders developed outcome indicators to answer the evaluation questions.

Case 10*

The evaluator in this case had a long history of conducting federally funded formative evaluations for the client. The program evaluation involved multiple program sites across the US with the goal of building local evaluation capacity and increasing utilization of findings to improve programs. The evaluation was completed within one year and involved regional program staff who volunteered to act in an advisory capacity for the evaluation. The external evaluator's staff implemented the evaluation with data collection assistance from regional program staff members. Youth who were the ultimate program beneficiaries were not included on evaluation teams. The client convened a group of regional staff members who volunteered to be part of the evaluation advisory group and who were involved in all aspects of the evaluation except data analysis and writing evaluation reports, which were the external evaluator's responsibility.

Case 11*

The evaluation of 17 programs funded by a federal Safe Schools Healthy Students grant in one school district took four years to complete. The case focused on the formative evaluation of one suspension alternatives program within the larger project. The evaluator chose a participatory model for the evaluation to support organizational development through evaluation capacity building and the collection of meaningful and complete program data. The evaluation advisory team of eight people included two university faculty members, program staff, the project director, a school district assessment specialist, community mental health professionals, and parents. Two external evaluators made up the evaluation implementation team. A university intern, the project's internal analyst, and additional program staff were added to the evaluation advisory and implementation teams on a temporary basis as needed. Parents, but not students were included in the advisory group. Program stakeholders took part in all evaluation activities except data analysis and writing the evaluation report. Parents were only minimally involved due to logistical difficulties of including them at evaluation meetings.

Case 13*

The federally funded summative evaluation of a regional children's mental health program was in its fifth year of a seven-year evaluation contract. The external evaluator chose a participatory model to achieve empowerment, transformative, and increased utilization goals by "honestly and accurately reflect[ing] the thinking of the people … finding a way to get their voices heard … [and] empowering people to get what they need despite … obstacles". The ten-member evaluation advisory team consisted of program staff, service providers, and families whose children received program services. The eight-member evaluation implementation team consisted of the external evaluator, two evaluation center staff, community mental health service providers, and two to three parents who were program participants. Parents on the evaluation team were paid for their participation. Program stakeholders were involved in all evaluation decisions from assembling the evaluation team and determining the evaluation questions to reporting and disseminating findings.

Case 14

A local foundation funded a formative, three-year evaluation of a community-based organization's program for youth aging out of the foster care system. The program's pre-existing advisory group became the evaluation's advisory team. It consisted of program staff, mentors, members of the faith community, other social service providers from the community, and current program beneficiaries. Two external evaluators-one of whom was interviewed for the study, a graduate student, and a youth who formerly received program services made up the implementation team. Additional members were added to the core evaluation advisory team throughout implementation of the evaluation. These *ad hoc* members included substance abuse and mental health experts, an attorney who was formerly received foster care, and additional social service providers. Program stakeholders participated in assembling the evaluation groups, planning data collection methods, and interpreting data. Evaluators were responsible for planning evaluation questions, collecting and analyzing data, and writing evaluation reports.

Case 15

The seven-month federally funded summative evaluation of state guidelines for child support used an informal evaluation advisory team of seven people, the evaluation firm's staff of 35, plus two evaluation implementation teams made up of five to eight people each. One of the implementation teams evaluated urban program sites and the other evaluated the rural program sites. The members of the evaluation advisory and implementation teams were people who were "involved in administrating and working in the program and making legal decisions in the program". Program customers- those who owed or were entitled to receive child support payments- were not included on the evaluation teams. The evaluator chose a participatory model for pragmatic reasons, "because they give you more perspective and they add depth". Program stakeholders were involved in all evaluation activities except data collection and analysis. No information was available about who was responsible for making evaluation recommendations or disseminating findings.

Case 16

This case involved a seven year formative evaluation of a 12-county community action program involving Head Start, housing, transportation, and family crisis services. The evaluation was funded from the program budget. The overall goal of the evaluation was to provide information for organizational development using a continuous improvement model. The rationale for stakeholder participation was that it would produce more accurate data and result in valid conclusions that would be used for organization development, increase the organization's evaluation capacity, and "make a difference in terms of systems change [and] reformation [to address] the broader social reconstruction issues…in special education and disability fields". The case involved three distinct evaluation teams. The initial advisory team responsible for evaluation design consisted of two external evaluators who were university faculty members plus four program directors. The same two evaluators made up the implementation team, which collected, analyzed, and interpreted data and disseminated the evaluation findings. A

third team, created for data interpretation and dissemination, consisted of upper and middle level program managers, program staff, consumers, and members of the community. Program beneficiaries, consisting of parents and teachers, were involved in the large evaluation interpretation and dissemination team. Program stakeholders were involved in all evaluation activities except data collection and analysis, and writing evaluation reports.

Case 17*

The case consisted of an on-going formative evaluation of a federally funded professional development partnership of seven public school districts and a university science, technology, engineering, and math (STEM) faculty. A participatory approach was intended to produce useful and meaningful data that would inform program development. There was only one evaluation team involved in this case. It consisted of the external evaluator, school principals, instructional coaches, school district curriculum specialists, and university STEM faculty. Teachers, who were the beneficiaries of the professional development program, did not participate in conducting the evaluation. Principals, who were program beneficiaries in years two and three of the program, were also involved in implementing the evaluation. Students, who were the ultimate program end-users, did not participate in the evaluation. Program stakeholders participated in selecting or assembling the evaluation team, planning data collection methods, collecting and interpreting data, and making recommendations. The evaluator took responsibility for developing evaluation questions, analyzing data, writing evaluation reports, and disseminating findings.

Case 18

The foundation-funded evaluation of a Community Learning Center, which involved 23 programming sites, took three years to complete and involved an evaluation advisory team and an evaluation implementation team. The 20-member evaluation advisory team designed the evaluation and interpreted evaluation results. Many of the members of the program's pre-existing advisory group participated on the evaluation

advisory team. The evaluation advisory team consisted of university faculty, leaders in local community-based organizations, and government agencies representatives. There was some overlap in the membership of the evaluation advisory team and the implementation team, which consisted of approximately 16 people who were closely involved in program implementation. The evaluation implementation team contained some of the community leaders who served on the advisory group, school principals and program directors or program site supervisors, representatives of agencies directly involved in programming, and the evaluator. Additional stakeholders, including university administrators and foundation representatives asked to be involved in implementing the evaluation in its second year. No students or their parents were involved on either the evaluation advisory or the implementation team. Program stakeholders participated in all evaluation activities except data analysis and writing the evaluation report, which were the responsibility of the evaluator.

Case 20

The evaluation of this social service program for homeless youth took one and a half years to complete. The evaluator chose a participatory approach to obtain more accurate data, empower program participants, and build evaluation capacity in the program's organization. The program's operating budget funded the evaluation. One group acted as both an advisory and implementation team. It consisted of eight to nine individuals, made up of six youth who used program services, two program staff members, and the external evaluator, who was interviewed for the study. The youth received a salary to evaluate the program and additional stakeholders were not added during the course of the evaluation. The evaluator and program staff members selected the youth members for the evaluation team and developed the evaluation questions. The entire team was involved in all other evaluation activities except reporting findings to the program's Board of Directors, which was the sole responsibility of the youth.

Case 21

The case involved an on-going pragmatic and utilization-focused evaluation of a university's language immersion program, funded by the sponsoring university. There were two distinct stakeholder teams involved in the evaluation. The advisory team consisted of the evaluator who was interviewed for the study and who was a member of the university faculty, three senior administrators, and two faculty of the language institute. The implementation team consisted of an evaluation studies graduate student, a university administrator, the program director, and two program instructors. Two members of the evaluation advisory team also served on the implementation team. Language immersion students did not participate in either evaluation team. The client chose the advisory group members with input from the evaluation faculty member. The advisory team developed the evaluation questions, planned the data collection methods, made recommendations based on the evaluation results, and disseminated findings. The evaluation implementation team collected and analyzed data. Both groups interpreted data and wrote evaluation reports.

Appendix H

Free Nodes Used in the Study

Node name	Node description & emerging concepts
Attrition	Loss of stakeholders participating in the evaluation.
Blur	Is it a program element/intervention or an approach to evaluation?
Definition	How do people define participatory evaluation?
Ethics	What ethical issues arise?
Expectations	Establish ground rules, expectations of participation.
Jury selection	Is stakeholder selection in evaluation like jury selection?
More time, money	Participatory evaluations take more time and money.
Over researched	End-user groups are over-researched.
Ownership	See buy-in. Also Whose evaluation is it?
Pre-existing groups	Influences membership in evaluation group; overlapping members
Relationships-trust	Influences facilitation more than selection? Evaluator's or client's relationships in the community or organization.
Stakeholders	--
Sustainability	--
Systems approach	See Bob Williams monograph
Training	Training nonevaluator stakeholders to do evaluation tasks
Turn-over	Change in staffing or team over the course of the evaluation.
Unintended consequences	Negative or surprising effects due to participating in the evaluation