

# METHODOLOGICAL APPROACH (1): THE USE OF QUALITATIVE TOOLS IN PERFORMING EVALUATIONS

PRESENTATION : QUALITATIVE APPROACHES IN PUBLIC POLICY

ASSESSMENT: PRATICES, CHALLENGES

**AND AMBITIONS** 

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### **SUMMARY**

- 1 Qualitative Approaches In Evaluation : Stakes and Basic Definitions
- **2** Focus on the Main Qualitative Approaches : a Tool Kit for Qualitative Evaluation in the SAI ?
- 3 Debates & Challenges for Qualitative Evaluation

1. QUALITATIVE
APPROACHES IN
EVALUATION: STAKES AND
BASIC DEFINITIONS

#### INTRODUCTION

- Evaluation is a judgement on interventions according to their results and impacts, and the needs they aim to satisfy.
- In other words, evaluating an intervention consists in assessing how well it has performed compared to what it was supposed to do, on the basis of **empirical information** that has been gathered and analysed specifically for this purpose.
- To be valid evaluation has to be evidence-based and objective but at the same time evaluation as an essential step of the policy cycle deals with real world information and needs « in-the-field practitioners » to be credible, acceptable and finally make the programmes change.
  - **→** What is the place for qualitative approaches and empirical work in the evaluation process?

"What the evaluation field needs is a good social anthropologist" (Lee Cronbach)

"When in doubt, observe and ask questions. When certain, observe at length and ask any more questions" (Halcom's Evaluation Law)

"There is no scientific method as such, but the vital feature of the scientist's procedures has been merely to do his utmost with his mind – no holds barred." (Michael. Q Patton)

#### **EVALUATION DEALING WITH THE REAL WORLD**

- Evaluation can use **quantitative or qualitative data**, and often includes both. Both methods provide important information for evaluation, and both can improve community engagement.
- However, professional economists and Supreme Audit Institutions have to deal with real-world information :
  - they need to understand the mere nature of this information;
  - they need to have a clear view on how to collect the latter when it is not available, on its limitations, advantages and possible biases so that to be able to analyze it rigorously;
  - most of public programmes due to their complexity and heterogeneity in terms of impacts don't fit into a scientific or experimental design of evaluation;
  - far to be a neutral process evaluation is embedded in social world with its mental structures, values, behaviours, etc.
- In-the field evaluators analyze all the dimensions of a programme
  - A qualitative evaluation report will provide: detailed description of programme implementation, analysis of major programme processes, description of different types of stakeholders, description of how the program has affected participants, observed changes (or lack thereof), outcomes, and impacts, in depth analyse of the strenghts and weaknesses as reported by implementors and beneficiaires...

#### WHAT ARE QUALITATIVE APPROACHES? HOW TO DEFINE THEM?

- The rise of the use of qualitative methods in evaluation is linked to both the sociohistorical development of evaluation and the technical proposition the comprehensive theorical roots of evaluation
  - Sociogenesis of evaluation: policy sciences (Laswell), new public management, UE programming structural funds, democratic
- Qualitative approaches refer to 4 kinds of operations or activities :
  - Direct observation
  - Document Analysis
  - In depth-interviews
  - Facilitation & participation
- ...which can derives from all social sciences (sociology, history, psychology, law, ethnology...)
- ...which have 4 common features
  - A transcription with text (and no figure)
  - A rich and dense information
  - Linked to the context
  - Inductive Analysis (oriented toward exploration and discovery)

#### QUALITATIVE, QUANTITATIVE AND MIXED METHODS

Measure Overall Validate Qualify Understand In-depth Explorate

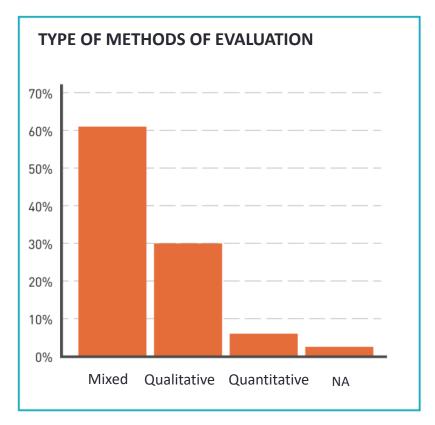
- Nevertheless quantitative approaches are sometimes not possible and qualitative approaches have gained in rigor and credibility.
- Basically, qualitative designs make sense when (Shadish & al.):
  - > The evaluator wants breadth
  - > Few questions are known ahead of the evaluation
  - > The evaluation will be used by readers who cannot experience the programme themselves.
  - > Evaluators can forgo higher quality answers to more specific questions
- > A succinct summary of results will not be a priority
- > Generalizations across sites are not a priority
- > Discovery is a higher priority than confirmation.
- > The evaluation client will regard qualitative evaluation as credible.
- The validity and reliability of qualitative methods depend to a great extend on the **methodological skill, sensitivity, and training of the evaluator**. It also depends on the initial preparation and design of the evaluation.

#### **QUALITATIVE METHODS CONSUBSTANTIAL TO EVALUATION?**

- Qualitative methods can be considered as consubstantial to evaluation in the sense that
  evaluation seeks understanding of how organizations work and how they change, and may
  develop and assess means of strengthening institutions and improving performance.
  Increasing administration responsiveness to the public and service users, and working to
  reform government through the free flow of evaluation information (Chelimsky, 1997).
- But data collection options and strategies for any particular evaluation depend on **several practical questions**: who is the information for and who will use the findings of the evaluation, how is the information to be used, for what purposes is evaluation being done, when the information is needed...
- It also depends on the context / on what people expect about evaluator :
  - Evaluator as a "judge" (Evaluation for accountability (e.g. measuring results or efficiency).
  - Evaluator as a "scientist" (Evaluation for *knowledge* (e.g. obtaining a deeper understanding in some specific area or policy field).
  - Evaluator as a "plumber" (Evaluation for *development* (e.g. providing evaluative help to strengthen institutions).
- There are no rigid rules that can be provided for making data collection ans methods
  decisions in evaluation. The art of evaluation involves creating a design and gathering
  information that is appropriate for a specific situation and in particular policymaking
  context.

## THE RISE OF QUALITATIVE AND MIXED METHODS: A FRENCH ILLUSTRATION

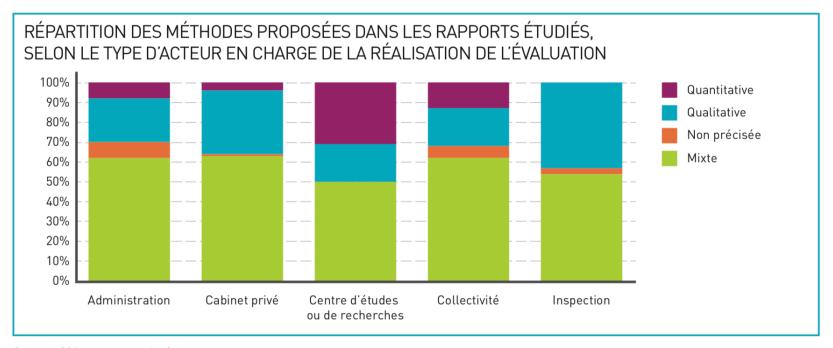
- 2900 references of evaluation registered in the last barometer of evaluation in France (2007-2018)
- Around 200 per year
  - 50 % delivered by the State and the national services (including the Cour des Comptes)
  - 30 % of the report use only qualitative
  - 5 % of the reports use only quantitative methods
  - Much lower than in other countries (US, UK, Germany...) where quantitative methods and econometric models are more mobilized.



N = 224 (reports)

# THE RISE OF QUALITATIVE AND MIXT APPROACHES: FRENCH ILLUSTRATION (2)

- Qualitative evaluations seem to be more suitable for evaluation carried out by inspection bodies, administration and public organisations within the State
- In France, academics are little involved in qualitative evaluations while private compagnies masters both approaches



Source: 224 rapports analysés

2. FOCUS ON THE MAIN
QUALITATIVE APPROACHES
: A TOOL KIT FOR
QUALITATIVE EVALUATION
IN THE SAI

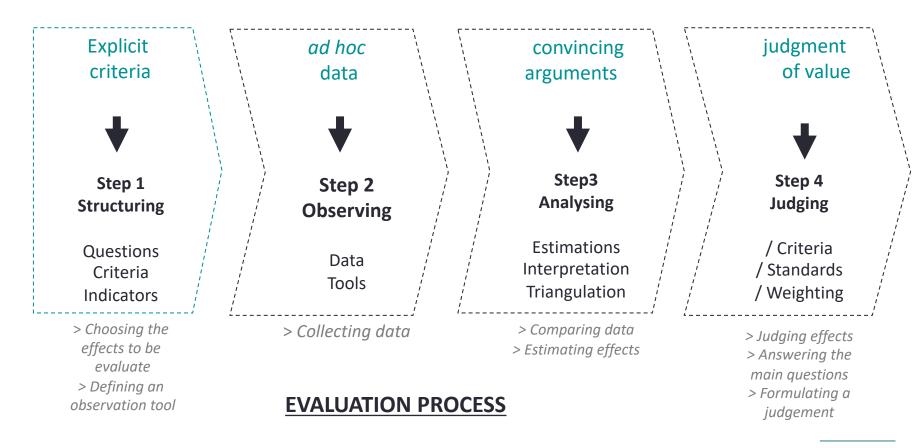
#### **DESIGNING A METHODOLOGICAL PROCESS: BASIC PRINCIPLES**

- A satisfactory design is an acceptable compromise between the level of ambition of the evaluation and the reliability of the findings, taking into account the available time and budget.
- There is no "one best way".
- The method process design is an iterative approach between the intervention features, evaluation requirements and evaluation context. The evaluation team:
  - Identifies the evaluation requirements
  - Analyses the intervention to be evaluated, to identify potential methodological issues
  - Develops success criteria, targets and indicators for each evaluation question (see supra).
  - Verifies whether the evaluation context, including the budget schedule and other constraints (available competences, workload, etc.) fits with the evaluation requirements and the features of the interventions to be evaluated
  - Chooses tools to answer the success criteria
  - Identifies and solves feasibility problems and risks of biases
  - Verifies whether the evaluation design is likely to answer all questions in a satisfactory way

« What importantly distinguishes one evaluation methodology from another is not methods, but rather whose questions are addressed and which values are promoted » (Greene, 1994: 533)

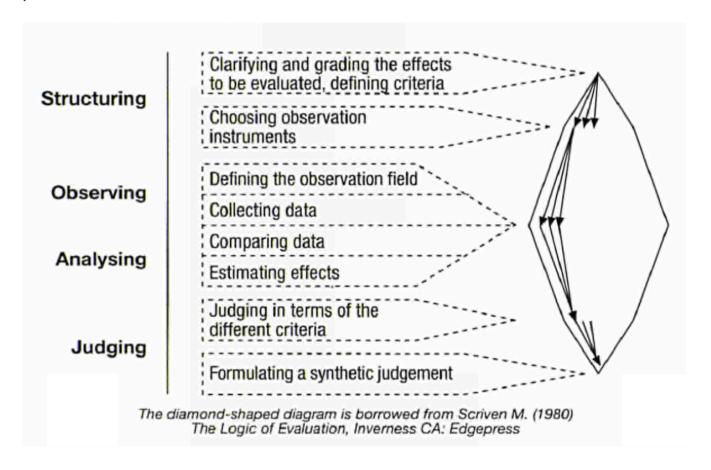
#### QUALITATIVE METHODS INSIDE THE EVALUATION PROCESS

 From a methodological perspective evaluation could by defined as the operation consisting in producing an judgement of value argumented by ad doc data and explicit criteria.

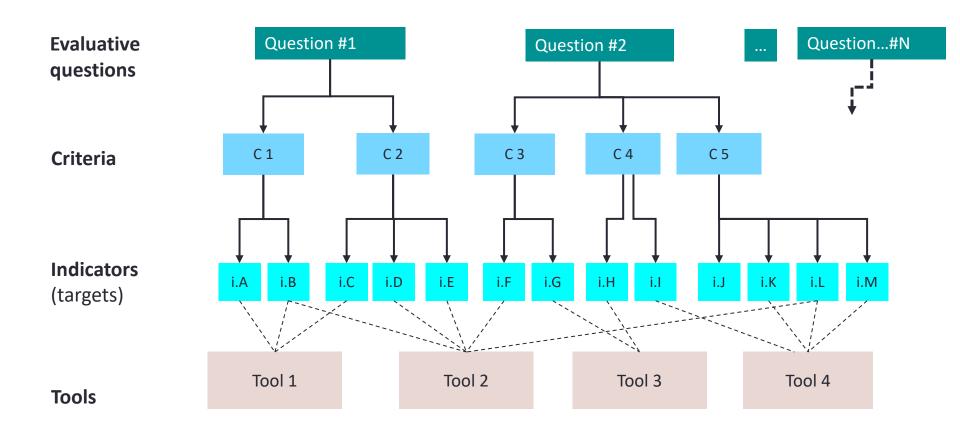


#### QUALITATIVE METHODS INSIDE THE EVALUATION PROCESS (2)

Another representation is given by the famous diamond-shaped diagram conceptualized by Scriven (1980)



## HOW DOES IT WORK? THE EVALUATION LOGIC: FROM QUESTIONS TO CRITERIA TO INDICATORS...

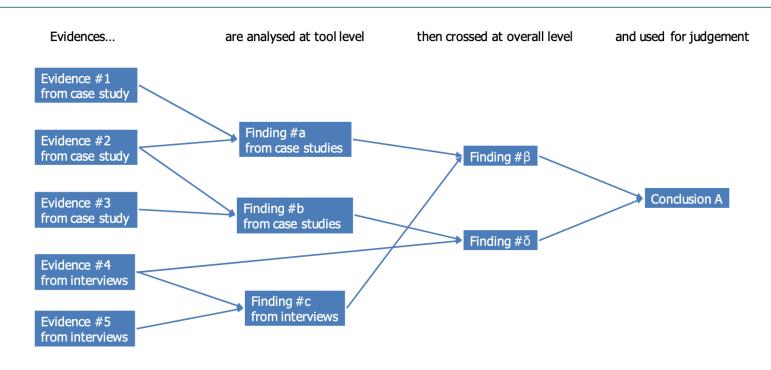


## HOW DOES IT WORK? THE EVALUATION LOGIC: FROM QUESTIONS TO CRITERIA TO INDICATORS...

**Example**: The case of a training session for auditors in the use of qualitative methods in preforming evaluation...

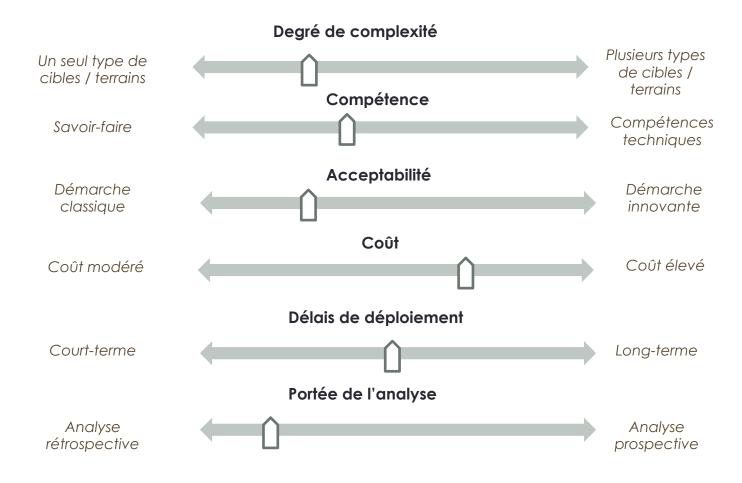
Question: To what extent and how the training session impacted the auditors and their approach of evaluation? Criterion 2: Criterion 3: Criterion 1: Satisfaction & skill **Attendance** Use % of auditor % of reports mobilizing **Practical** Number of % of auditors concepts and methods of effectively knowledge and auditors for satisfied by qualitative approaches in the involved in skill gained thtough each country the session yeard following the session evaluations the session Analyse of the Online In-depth Analyse of a Semi-Observations in sample of evaluation attendance satisfaction structured each SAI reports sheets interviews survey

#### FROM QUALITATIVE EVIDENCE TO FINDINGS TO CONCLUSIONS



- Pay special attention to the following issues :
  - the potential biases of data collection tools
  - the triangulation of information from several sources
  - the neutrality of data collection
  - the traceability of information from initial data collection to the finding.

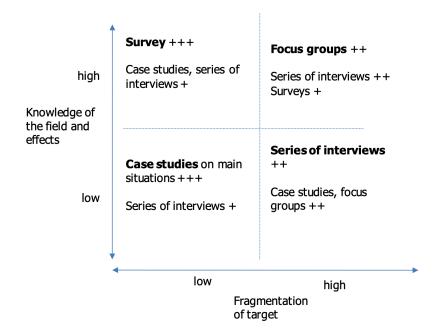
#### **CHOOSING THE RIGHT TOOLS**



#### THE MAIN QUALITATIVE TOOLS

#### The main data collection tools

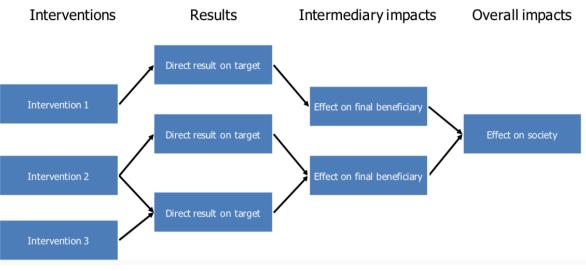
- Do not try to use all available tools in the evaluation though, but do try to have tools for each of these steps. In all cases:
- Concentrate on what you really need for the evaluation. Do not overburden a survey with questions which are not needed to answer the evaluation questions; stakeholders are often swamped with questions.
- Ask the right people the right questions. Feedback from stakeholders is valuable when they know about the topic and are able to provide factual accounts, factbased or highly informed opinion.
- Mix several data collection instruments, including quantitative and qualitative ones. Comparing different perspectives on a topic is often the best way to obtain robust information.
- Tip: Another way of using existing information is to rely on expertise. You can use several tools to do so, such as panels or Delphi surveys. Experts are unlikely to be a substitute for data collection, but they can be very good at understanding causal relations and comparing with other situations



#### QUALITATIVE TOOLS FOR STRUCTURING DATA

#### Logrigram

- Represent the logic of a public intervention, that is, the way in which a program is supposed to produce beneficial effects in society.
- The diagram schematise the causal links between the outputs and the specific impacts up to the global impact or impacts, situated on the right. Unlike a causal model, the logigram does not show the unintended effects of legislation.
- It is the most widely used and the easiest tool to clarify the intervention logic and present it simply. As a preparatory step for an evaluation, it helps to define the evaluation questions and structure the evaluation process.
- It is usually used to:
  - Add clarity and the make apparent the often implicit assumptions of decision makers
  - Verify the intervention logic coherence
  - Define evaluation questions
  - Choose the right tools to perform the righ empirical tests



#### QUALITATIVE TOOLS FOR COLLECTING DATA

#### Interviews

- Semi-structured interviews are particularly suitable in evaluation for heterogeneous and limited number of stakeholders (usually fewer than 50)
- To adress larger populations it's necessary to use surveys to obtain statistical validity
- Interviews can be used for a wide range of purposes:
  - Shed new light on the intervention logic of the evaluated progralle, especially when key policy makers are involved
  - Gather different types of opinions and facts: facts and verifications of facts; opinions and points of view; analyses; proposals; reactions to the first assumptions, etc.
  - Identify problems, shortcomings, needs and necessary improvements;
  - Collect relatively standardised information (semi-structured interview) on causal assumptions or on conditions for success, for instance.
- Interviews « campaigns » need a good preparation :
  - Select a limited sample of interviewees / Draft an interview guide containing the questions and indications as to how to conduct the interviews / Conduct 2 or 3 pilot interviews and update / Conduct the interviews and take notes of the answers using the interviewees' words. You can also code the answers, for future exploitation. / Analyse comparatively the answers to each question. You can also rely on semantic analysis, especially if you can count on an exact rendition of the interviewees' answers

#### QUALITATIVE TOOLS FOR COLLECTING DATA

#### **Questionnaire** survey

- When a large and (minimal) homogeneous target population from which you want to obtain descriptive information or opinions that can be extrapolated to an entire population.
- Series of standard questions in a structured format to a representative sample of individuals
  who are usually selected as being representative of the population targeted or affected by an
  intervention, a programme or a policy.
- Questionnaire Survey enable to:
  - Observe the results and impacts of a program on a population (target groups or addressees).
  - Collect the opinions, perceptions or representations of target groups or other groups of persons concerned by the program
- A real skill is needed:
  - Drafting the questionnaire (closed-ended and open-ended questions) / Sampling / Pretesting and amending the questionnaire accordingly / Administering (online, phone, mail, face-to-face surveys ...) / Codifying the data through computation of the answers / Analysing and disseminating the results

#### QUALITATIVE TOOLS FOR ANALYSING DATA

#### Focus group (with Metaplan©)

- Discussion tool which used in case of dissenting or unorganised viewpoints expressed by multiple stakeholders.
- Metaplan® could be used to moderate focus groups set up to clarify the intervention logic, structure the evaluation plan or identify the evaluation questions.
- Focus groups can be used for the following purpose:
  - Interprete collectively the evidence collected with the stakeholders.
  - Obtain a compromise on the topic, issue or causal chain on which the evaluation questions should focus.
  - Identify and overcome resistance and stumbling blocks in the evaluation findings
  - Gain in credibility and the conclusions will be more likely to be used.
- Concretely it's necessary to be well-prepared with an appropriate logistical organisation
  - Select and recruit your participants
  - Organise a 2-hour meeting with 8 to 16 selected stakeholders
  - Launch the debate and showcase the method.
  - Sketchnote the main theme and point of sticking points
  - Make a brief synthethis of the debate and use the most persuasive verbatim

#### QUALITATIVE TOOLS FOR ANALYSING DATA

#### Case studies

- When a program applies to very different settings (type of stakehokders, public sectors, territories, legal frameworks...) and when you want to identify precisely all the effects induced by the prpgram (including unexpected effects)
- In a case study, all the available information on all the aspects of the case is collected, analysed and rendered in a case monograph (a descriptive 8-10 pages written document)
- Case studies are used to :
  - Illustrate
  - Explore
  - Test
  - Verify contextual influence
  - Deepen the findings
- Case studies are based on multiple data sources. The data collected is cross-checked to ensure the validity of the case.
- Case studies which use sophisticated selection procedures (e.g. "multiple case studies with replication design") tend to replace large-scale quantitative surveys carried out in diverse cultural contexts.

#### QUALITATIVE TOOLS FOR JUDGING

#### Expert panel

- Can be convened to benefit from legitimate expertise for the evaluation
- The expert panel is an ad hoc working group (usually composed of 6 to 8 members) consisting of recognised independent specialists in the field under evaluation.
- It produces a collective judgment on the value of the law and its effects. The panel follows standard, replicable procedures for making its judgement and for producing conclusions.
- An expert panel is used to :
  - Obtain a credible judgement on specific parts of an evaluation which may require sound expertise or technical knowledge. Expert panels can be particularly useful for assessing socioeconomic or technological changes, especially rapid changes, that may affect the premises for legislation.
  - Identify lessons and good practices based on the data collection done by the evaluation team and on their own expertise. An expert panel can for instance react on a series of case studies performed by the evaluation team
- Managing an expert panel :
  - Perform a literature review / Identify the experts / Select and mandate the experts / Convene the
    experts / Ask for written contributions / Append these contributions to the report

#### **QUALITATIVE TOOLS FOR JUDGING**

#### **Coloured-vote**

- The coloured vote is well-suited to involving members of the Steering Committee in drawing conclusions. It can be used for all evaluations, but it is particularly recommended to allow all stakeholders in an enlarged Steering Committee or in an Evaluation Committee to give their opinion.
- The coloured vote is a voting technique used to structure collective reflection, with a view to improving effectiveness, stimulating creativeness and defining a common standpoint.
- Used to:
  - Generate consensus and legitimate the decisions taken, especially when validating the conclusions and recommendations of an evaluation;
  - Allow for all standpoints to be expressed when many stakeholders and their differing points of view have to be taken into account.
- Coloured vote is a 4-step technique:
  - Formulate conclusions in the form of one-sentence statements expressing a judgement over the piece of legislation evaluated / Ask each participant to vote with one of the 7 colours on each conclusion. Always verify if there are any colour-blind persons in the room /Transcribe the results on a paper or electronic matrix / Discuss the issues, starting with the most controversial. Let the main points of view be expressed and propose a reformulation that could cater for each of them. The discussion ends after a certain amount of time decided upon in advance (usually 2 hours).

#### **SYNTHESIS**

Step	Qualitative tools	Cost of using the tool	Difficulty in using the tool	
Structuring	Logigram	+	+	
	Other qualitative tools possible : literature review, typology, SWOT matrix			
Observing	Interviews	+(+)	+	
	Questionnaire survey	+	+	
	Other qualitative tools possible : focus groups, immersion, documentary anal			
Analysing	Case studies	+++	++	
	Focus groups	++	+	
	Other qualitative tools possible : map analysis, non experimental comparison groups			
Judging	Expert panel	++	++	
	Coloured-vote	+	++	
	Other tools possible : Delphi survey, benchmarking, SWOT analysis			

# 3. DEBATES & CHALLENGES FOR QUALITATIVE EVALUATION

#### FREQUENT CRITICISM (AND CORRESPONDING RESPONSES)

#### Qualitative research is...

- ... unduly small scale.
- ... not representative and hence not capable of generalization.
- aiming for validity at the level of meaning it falls short at the level of causal adequacy
- ... time consuming / too long
- ... lacking of transparence
- ... expensive
- ...provides non cumulative knowledge
- ... impossible to synthetize
- ...etc?

#### LOOKING FOR A (SCIENTIFIC) LEGITIMACY?

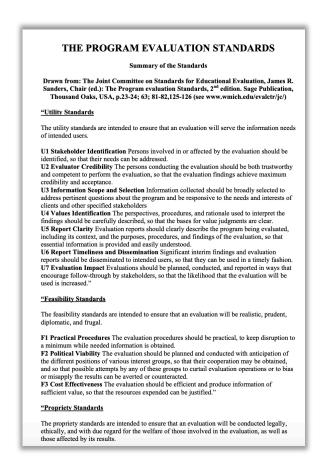
- How did the data collection ensure the robustness of an evidence?
  - the triangulation of information from several sources: a finding is reputedly valid if it builds on a number of independent sources.
  - the neutrality of data collection, i.e. whether the tools are able to take into consideration evidence confirming and invalidating the initial assumptions.
  - the traceability of information from initial data collection to the finding. A finding is valid only when one can tell in what context and under what conditions the evidence was obtained. The findings yielded by the analysis will form the basis of the conclusions of the evaluation in the next stage. ``
  - the validation by collegiality and the generalization of peer-reviewing and contradictory procedure to ensure the quality
  - The participation of citizens and beneficiaries during the process guarantee the legitimacy of the findings
  - Performing regular meta-analysis, meta-evaluation and applying standards of quality

## ANSWERING CAUSE-AND EFFECT QUESTIONS: CONTRIBUTION OR ATTRIBUTION?

	Contribution analysis	Is better when	Attribution analysis
Implementation	Changes across programs, regions or public	<b>←</b>	Is the same across regions, programs or public
Targeted group is	Broad and/or multiple	<b>←</b>	Limited and well identified
Intended change in behaviour or practices is	Not measurable with a quantified indicator	•	Measurable
Contextual factors factors in obtaining changes are	Major	<b>◆</b>	Minor
Cause-and-effect assumptions are	Complex		Simple
Evaluation is for	Understanding what works, what does not and why		Showing the results of the programme

Adapted from *Manual on Evaluating Legislation*, EC, DG Information Society and Media (2011)

## QUALITY STANDARDS OF PROGRAM EVALUATION VS. STANDARDS OF EVIDENCE





Joint Committee on Standards for Educational Evaluation (JCSEE, 2019)

Nesta's standards of evidence

#### THE OPEN QUALITATIVE TOOL BOX...

#### New Approaches: towards a methodological proliferation?

Massive participation platforms and participative approaches



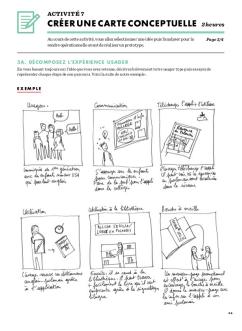


publiques et de prendre des décisions





#### Design



### Cognitive sciences and behavioural insights





#### 4 CHALLENGES AND OPPORTUNITES

#### Looking Ahead: Four Challenges and Opportunities (by Michael Q Patton)

- Building qualitative inquiry capacity: are global efforts are underway to strengthen
  evaluation capacity. Strengthening quality inquiry capacity needs to be part of that effort.
- Increasing interest in and attracting resources to do serious, triangulated, in-depth qualitative, multi-method evaluations: observation and in-depth fieldwork are underutilized. Interviewing and short site visits dominate.
- Deepening evaluators' commitment to inquire seriously into unintended consequences and take emergence (complexity) seriously: Lip service and rhetoric give the appearance of attending to unintended consequences, but most evaluation designs devote the entire budget to assessing planned implementation and goal attainment. The kind of open-ended fieldwork needed to turn up actual consequences and emergent dynamics remains rare.
- Cumulative-longitudinal integration at the case and context levels: Long-term, in-depth case studies, with purposeful sampling that is sufficiently diverse to capture contextual variations, remains an ideal too rarely realized in practice

## **THANKS & REFERENCES**

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