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Program Analysis of Service Systems (PASS 3): A Method for the Quantitative Evaluation of Human Services (Handbook)

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pass 3

Program Analysis of Service Systems

a method for the quantitative evaluation of human services

Wolf Wolfensberger and Linda Glenn

handbook

third
edition
1975

NATIONAL INSTITUTE ON MENTAL RETARDATION

SUSAN THOMAS

pass 3

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PASS 3
handbook/field manual

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PART I NATURE AND BACKGROUND OF PASS AND FUNDET

PART II CONDUCT OF ASSESSMENTS, RATINGS AND SCORING

PART III ISSUES OF DISSEMINATION AND COMMUNICATION

PART I
NATURE AND BACKGROUND OF PASS AND FUNDET

PART I NATURE AND BACKGROUND OF PASS AND FUNDET

An overview

Adaptive change has been occurring relatively slowly in many human services, and the quality of the services rendered has often left much to be desired. One reason for this state of affairs is that in the past, we have not been committed to an ideology (value-orientation) of strict accountability in human services; nor, in fact, have we often been required to be genuinely accountable. Merely offering *any* service, merely being in existence as a service, was considered adequate, and what little accountability existed was often more in terms of numbers of clients served, than in terms of the quality of the service. A second obstacle to service improvement has been that we have not had many social accounting tools available to us. All of this is rapidly changing, due to the advent of new administrative concepts; new service ideologies; a new consumer activism; a new, tougher, more scrutinizing attitude among funding agencies toward many human service programs; and new tools. One such set of tools is PASS (Program Analysis of Service Systems), and its companion instrument, FUNDET (Funding Determination), now in their third edition.

PASS is a unique device which applies universal human service principles in objectively quantifying the quality of a wide range of human service projects, systems, and agencies. Examples of services which might be evaluated include child development and (special) education programs, treatment and training centers, special camps, sheltered workshops, clinics, residential homes and institutions, hospitals, prisons and reformatories, etc. Such services may be addressed to a wide range of human problem areas and deviancies: physical and sensory disability, mental disorder and retardation, social incapacity, poverty, delinquency, addiction and habituation to drugs, etc.

This near-universal applicability, and its resultant comparability of scores for a wide variety of services, is one of the so-far unique and most useful features of PASS, and is a result of the specification and application of human service principles which are themselves universal.

In assessing a service, a team of no less than three qualified 'raters' is expected to familiarize itself thoroughly with all aspects of the service, using written descriptions of the project, interviews, and site visits. Applying certain guidelines and criteria, the raters then evaluate the project on 50 'ratings' consisting of three to six levels each. These ratings are brief statements about various aspects of service quality, with the lowest level of each implying poor or even unacceptable service performance, and the highest one implying near-ideal but attainable performance. Each level carries a weight (score), with the highest level of a rating carrying the maximum weight for that rating. While the rating statements are very brief, each rating is accompanied by a narrative which states and explains its rationale, and which provides guidelines as to the scoring of the rating. In most instances, specific examples are given which are illustrative of typical performance at different levels of the rating.

The weights received by a service on all ratings are successively summated into a total score for that service, the maximum attainable score being 1000, i.e. each point is a 'millage' of the possible total. The scores of the members of a rating team are consolidated, and the total score represents the apparent quality of the proposed or actual project. This score reflects a number of agency characteristics and/or practices which bear upon service quality, major categories being: adherence to the principle of normalization (as elaborated in the text by Wolfensberger)[1], 73% of the total; other ideology-based service and administrative practices, 13%; and administrative operations, 14%. The score reflects both the product and the process of service.

Two interesting and very useful features of PASS are that a physical facility score can be extracted; and that the services to be assessed could include not only those already in operation, but also those still in the planning stage.

PASS raters are persons with prior human service sophistication, and with special training in the principle of normalization and the PASS technique. In order to use PASS validly, they must have studied certain materials, participated in a total immersion workshop and practicum lasting at least five days, and conducted a number of assessments under the guidance of more advanced raters. However, raters need not necessarily be professionals. Well-prepared consumers of human services and citizens with volunteer service or other experiences can become raters, too, and can thereby achieve greater effectiveness in their indispensable but too often neglected role as change agents and as monitors of agency service quality.

PASS is concerned entirely with service quality, in the broadest sense. However, funding determinations must and should sometimes be based on additional factors, such as local needs. For this purpose, an optional rating instrument (called FUNDET, for 'Funding Determination') is structured, administered, and scored analogously to PASS, but contains only ratings that concern themselves with those non-quality factors that may have a bearing on funding merit. For making differential funding decisions, FUNDET can be utilized separately from PASS, or in conjunction with it. For the latter case, a procedure has been worked out whereby PASS and FUNDET scores can be combined in a single score, called PASS-FUND, which ranks service projects on the combined criteria of the two systems in selecting human service projects for funding purposes.

Forms for scoring PASS and FUNDET can be purchased from the National Institute on Mental Retardation.

This handbook is divided into three parts. Part I provides an in-depth overview of the PASS and FUNDET systems, sufficient to understand it even if one does not become a rater or PASS trainer. Part II contains additional details which are addressed primarily to raters, and to some degree to senior staff in agencies that are being assessed by PASS. Part III is aimed entirely at people who are learning to use and teach PASS. It is concerned with PASS training, and with interpretation of PASS, as in report writing to a previously assessed agency. The Appendix contains various supportive material, forms, memory aides to PASS users, etc.

There are definite plans to revise PASS again as more feedback and evaluative reseach on it becomes available. Feedback from users will be highly appreciated.

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[1] Wolfensberger, W. *The principle of normalization in human services.* Toronto: National Institute on Mental Retardation. (1972).

Introduction

In efforts to support an adaptive, communal, regulated way of life, society has developed many institutionalized ways of rendering help, assistance, or service to its individual members. These 'helping forms' are carried out primarily by professional groups (such as counselors, educators and trainers, therapists, psychiatrists and clinical psychologists, social workers, and to some degree ministers, physicians and nurses) and their auxiliaries, functioning through a wide range of agencies (such as courts, employment services, hospitals, clinics, schools, treatment and training centers, sheltered workshops, prisons and reformatories, and residential homes and institutions). Such professionals and agencies address themselves to many human problem areas and deviancies (such as delinquency and crime, mental disorder and retardation, physical and sensory disability, social incapacity, illness, poverty, and addiction and habituation to drugs), by means of numerous activities (such as case assessment, diagnosis, and evaluation; correction and detention; counseling, guidance and psychotherapy; teaching and training; supervision and consultancy). The term 'human management' will be used to refer broadly to such activities and services.

Everyone pays lip service to the desirability of operating human management services that are of high quality and that adhere to advanced program concepts. Unfortunately, such lip service is not always translated into reality. This state of affairs is probably due to at least five phenomena. Program managers may: lack knowledge of advanced program concepts; lack acceptance of advanced program concepts; be complacent with the status quo; be unwilling to exert efforts necessary to bring about change and improvement; or lack relevant personal commitment.

In the past, human management agencies and personnel have been remarkably unconcerned with the issue of accountability. By tradition, and partly by necessity, human services have been based more upon ideology than empiricism, and therefore, dogmatic assertions were often made and readily accepted. **Operating** a service agency was often equated with **rendering** a service; and both were equated with rendering **quality** services. Concern with the cost of a service in relation to its benefit was rarely expressed. One reason for this is probably the fact that many human managers considered it inappropriate to put dollar price tags on human service benefits. It is only recently that industrial management concepts have begun to filter into human service systems, and that the public has become aroused to the issue of accountability in a wide range of human services. A second reason is that there have been relatively few tools available either to assess the quality of human service, or for establishing cost-benefit ratios. Again, it is only recently that such tools have been developed to any significant degree.

In addition to moving toward greater fiscal accountability, we are now coming into an era of demand for programmatic accountability, of new accountability requirements on federal, provincial or state, and local levels and of demands of consumers and citizens which necessitate new and different types of agency auditing concerns. In addition to the periodic financial audit requirement of most service agencies, agencies will see educational, rehabilitational, social service and other auditors within their midst. Already, in some financial assistance programs administered by the U.S. Department of Health, Education, and Welfare, a yearly audit has been required for program accounting and a rigorous and intensive cost-benefit and cost-effectiveness analysis of the funded projects. This audit and analysis had to be conducted by outside experts who determined the extent and degree to which the program reached its specifically defined behavioral outcomes for the clients.

With increasing sentiment that human services should account in a better way for their stewardship, certain dangers inherent in this trend must be recognized. One of these is precipitate use of inadequate or inappropriate instruments and techniques, merely because these may exist while better or more appropriate ones may not. Rendering an accounting with such tools may not be merely futile, but also costly, as well as misleading. Furthermore, certain methods of accounting may permit deception by those with vested interests, and/or induce them to engage in practices which may be even less productive than those in which they engage ordinarily. A good example has been the practice in the field of vocational rehabilitation to insist on case closure as a measure of counselor productivity. As a result, counselors simply close cases prematurely, and the client pays the price.

One way to combat such practices is to utilize external evaluations of outcome, rather than internal ones. By external evaluation, we would mean not merely the external review of evidence internally developed and published by an agency, but actual entry of objective outside evaluators into the service system, in order to either assess it directly, or at least assess the validity and appropriateness of internally-produced indices of productivity.

A major problem with some systems which have attempted to evaluate human services objectively is the fact that these systems tended to seize upon those program elements which are easily quantifiable. Unfortunately, easily quantifiable program elements may also be relatively trivial and often only modestly related to program quality. One observer has summarized the state of affairs by noting that we have too often 'made the quantifiable important instead of the important quantifiable.'

In the PASS system of evaluation, efforts have been exerted to reverse this situation. The reader will not find any preoccupation with the number of sinks and toilets per client, the size of windows, or the width of corridors. First of all, such criteria today are adequately established in the innumerable health, welfare, safety and other codes, standards and regulations to which programs and buildings are subjected. Secondly, these criteria have really only a modest relationship to program appropriateness and quality, and thereby to any truly meaningful accountability. Model programs can be operated under conditions which would be rated as totally unacceptable by traditional evaluation and even accreditation techniques; and by the same token, a service scoring highly on the traditional criteria might be utterly inappropriate and dehumanizing.

Dangers such as sketched above are definitely upon us, perhaps more so that many individuals realize. For instance, a ruling in New York City once provided that all agencies delivering mental health and mental retardation services under contract with the city had to demonstrate their impact by filling a 'change in client's condition' report for each person served. This ruling affected over 100 agencies serving some

150,000 persons. However, the criteria of impact were those defined essentially within the agency, and could easily be redefined or distorted, or could lead to a change of administrative practices so as to be of more harm than benefit. Thus, these criteria included such measures as the number of clients returning to jobs, school, family or community; number of clients no longer requiring residential services; etc. Such criteria can too easily be met by administrative rulings which discharge clients from services; which pronounce them cured, trained, independent, or what have you; and which may have no relationship to actual client improvement.

Despite the dangers just mentioned, the time for the common program laxity of the past is drawing to an end. Because of the increasing demand for quality of services and for human and cost-accounting, means must be developed and/or adopted for bringing adaptive change into agencies and, indeed, for building strategies for such change right into agency structure and operation. The **Program Analysis of Service Systems** is intended to be such a means by which the quality of a service project can be assessed and quantified in a relatively objective fashion.

In summary, the development of PASS was based on the following rationales.

1 In a service-conscious and measurement-oriented society, the pressure of expanding service demands upon limited resources will mean that resource allocation must be tied increasingly to cost-benefit rationales.

2 Services will increase (or maintain high) performance if the quality of their operation is overtly and perhaps publicly specified, and compared to the quality of operations of other services or agencies.

3 Agencies will plan and operate better programs if they must compete for funds, and if the outcome of this competition is determined by the agency's ability to achieve specified program standards.

4 Increasing consumer participation on all levels within agencies and society itself can be channelled and utilized by means of 'instrumentalities' (guidelines, standards, assessment devices) that are of a nature likely to optimize input and feedback, so as to have the highest likelihood of improving human services.

The entire narrative to follow tends toward the redundant at certain points, as an issue may be touched upon in different ways more than once. However, PASS is intricate and demanding (as stated repeatedly!), and we would rather err on the side of a fail-safe redundancy than a precise terseness that permitted no room for reader fatigue or error.

Purposes of PASS

Basically, we conceptualize two major purposes and several subpurposes for PASS. It is almost impossible to rank these in order of significance, because they intimately interrelate.

1 The first major purpose of PASS is to provide a means of quantitatively *evaluating* the quality and adequacy of human service programs.

a A major subpurpose here is to specify the program implications of the principle of normalization, and to provide a basis for the evaluation of program guidelines, standards, administration, and operations, in light of their adherence to this principle (see 'Structure of PASS' following this section). Because of its derivation primarily from normalization principles, PASS becomes increasingly useful and incisive the more a service is directed to devalued and deviant members of society (the aged, retarded, disordered, handicapped, minority group members, legal offenders, etc.), or the more devalued and deviant clients of a service are. In a sense, PASS loses its relevance if a service is not designed or intended to be developmental, habilitational, educational, etc. Such settings certainly can be validly assessed by PASS, but the utility of such assessment is limited. For instance, PASS may be irrelevant for a setting which was designed consciously, deliberately, and in a societally sanctioned manner to be merely punitive, or to merely confine and segregate a group of persons for life, or perhaps to exterminate them. Thus, one would not want to apply PASS to a death row in prison, to a concentration camp, etc. Governmental regulatory agencies can additionally analyze ratings and clusters of elements in order to pinpoint needed areas of assistance, consultation and support.

b A related and second subpurpose is to provide a means for repeated assessment of a service, so as to document its rise or fall in quality. Hopefully, many services agencies will institute an annual or bi-annual evaluation, and use this evaluation as a basis for improving their services.

c A third subpurpose is to evolve a system which will permit a quantitative comparison of services which may be quite distinct in nature. Thus, PASS will permit quantitative comparison of services to children or adults; of services in any human problem area (mental retardation; mental disorders; health, physical and sensory impairment; delinquency and crime; poverty; etc.); and of services with a wide range of goals (education and training, habilitation, social support, detention, health maintenance, etc.). There are, of course, a number of accreditation procedures in various areas, such as those that are used to accredit sheltered workshops. However, such accreditations do not permit comparison across different types of services; and some accreditation procedures do not differentiate considerations of quality, and considerations that would be independently relevant to funding determinations. Also, while we tried to objectify our approach, we stayed away deliberately from specifying manpower requirements and ratios, as some of the accreditation procedures do. The rationale for this omission is provided in the narrative for 21 'Manpower considerations'.

The universality of PASS — its applicability to the vast majority of human services — is one of the greatest strengths and most unique benefits PASS has to offer to the service scene. This, of course, has been achieved via the specification of *universal human service principles.* The fact that such principles exist, but that each discipline and field proceeds as if its own principles were unique, is truly remarkable.

d While speaking of accreditation, a fourth potential subpurpose of PASS could be to serve exactly and directly in this capacity: for accreditation. While in many areas, accreditation procedures will have to be more detailed and more specific to a particular type of service, PASS might serve at least provisionally in some areas where accreditation either does not as yet exist at all, or where the accreditation standards are still quite weak or low. Here, an article by W. Thompson **(Accreditation: Key to survival and financing of government rehabilitation programs in the 70's.** REHABILITATION LITERATURE, 1971, 32, 299-301) is of interest in arguing that the associated processes of accreditation and evaluation are among the most powerful tools for assuring survival of funding of human service programs in periods of financial and ideological stress.

2 The second major purpose of PASS is to be able to utilize the specification of the normalization principle as a **teaching tool** for service personnel, and to do so in a way that is likely to result in the internalization of the normalization principle. A related subgoal is to specify and teach **other** advanced program and administration elements that are not derived from normalization principles.

Both raters and personnel associated with the services being rated will often be startled at some of the unexpected and profound implications of the normalization principle. Many of these implications, when applied to human services, suddenly bring to light just how much of what is currently practised in human management services rests on deeply unconscious and profoundly ingrained dehumanizing attitudes and values, at least as far as deviant citizens are concerned, and particularly so where this deviancy is based on handicaps. Dehumanization as derived from devaluing attitudes toward non-handicapped deviant citizens tends to be at least much more conscious — if not always in the prejudiced person himself, then at least his prejudice is clearly perceived by many other citizens. This is simply not the case when it comes to the handicapped, and the reason probably is that prejudice toward impaired behavior is so deep and so opposed to our verbally-embraced Judeo-Christian value structure that not enough people are free from it to perceive it in other people. After all, one usually must be relatively free from a prejudice to perceive the same prejudice in others.

As far as we know, this entire point has not been emphasized or perhaps even clearly stated in the professional literature. In fact, the professional literature tends to emphasize ethnic and social class prejudice much more than prejudice toward handicap. Despite the many other new and surprising implications of the normalization principle to human services, to our mind none of these makes the incredible force, power, and relevance of the normalization principle as manifest as its ability to bring to awareness this previously so collectively unconscious and therefore virtually unrecognized reality.

Implicit in the first major purpose is the intent to use PASS not merely to evaluate for evaluation's sake, but to 'consequate' service operations, i.e. to have these evaluations result in meaningful consequences such as promotion and demotion of administrators; praise or censure; funding, refunding, or non-funding; and continuance or discontinuance. Also, particularly as we are moving in the direction of increased consumer choice, consumers will be able to make a more meaningful decision as to which of the service options available to them to patronize.

One way to hold agencies accountable is by tying agency funding to agency quality. While the PASS score will reflect such quality, it does not take into consideration certain elements which must frequently be considered in setting funding priorities but which have nothing to do with program quality. For instance, social policy may dictate that a certain client group or geographical area should receive a certain service, even if quality leaves something to be desired, or even if costs are high. In FUNDET, we have attempted to compile and objectify a number of determinations which typically go into the process of setting funding priorities.

Though not originally conceptualized, an additional and potentially major purpose of PASS could be to define quantitatively what constitutes 'right to treatment'. An increasing number of court actions have been contributing to this relatively new concept in the human service area. Thus, there have been rulings that education for the severely retarded must be mandatory rather than optional, and that when a mentally handicapped person is committed to an institution by a court, he may not be simply warehoused, but must be provided with appropriate treatment. However, while the principle has been evolving very strongly, the courts have not seen it as their role to define what treatment is appropriate, although they have claimed to be able to perceive what constitutes lack of treatment. Since this is an entirely new and unsettled area, it is of the utmost importance to evolve objective criteria of appropriate treatment, as would generally be agreed upon by professionals who are experts in human services. It is herewith proposed that PASS could serve in providing a definition of what constitutes adequate treatment. For instance, a PASS score of zero might be defined operationally as reflecting adequate treatment of a minimal extent, since such a score means that a particular service is meeting minimal requirements. Of course, one could alternatively define a score of 711 out of 1000 appropriate, generally representing the higher quality step above the minimal level.

Finally, in a sense, it can be seen that the above purposes also imply that PASS be used as a planning tool, especially in helping to locate (new) services, to structure them internally, and to determine staffing patterns. The summary below provides another possible scheme by which the purposes of PASS could be classified.

PASS Purposes

1 Evaluation of quality of existing & proposed services
    a Adherence to normalization principles
    b Comparison of services:
        i that differ in type
        ii across time

2 Teach
    a Normalization principles
    b Other desirable program ideologies & practices

3 Define what constitutes adequacy of service treatment

4 Provide means to improve, eliminate, or replace poor, inappropriate, insufficient programs & personnel

5 Aid in planning & location of new services

Most commonly, PASS will probably be used to assess and compare existing services, and perhaps to assist in making funding decisions regarding such services. Another use is for the comparison of proposed services which are not yet in existence, and in this case, the differential funding issue can be anticipated to be the **major** motivation for the use of PASS and FUNDET. The above implies that generally, existing services will be compared with other existing services, and proposed ones with other proposed ones. However, there will be instances where an existing service must be compared to a proposed one, and this presents some problems.

On the one hand, such a comparison is often difficult because a service will not always materialize in the way in which it was envisioned. Also, service proposals, especially when funding hinges upon them — may be overly optimistic and sometimes outright misleading. On the other hand, differential decisions **have** to be made, and so we must attempt to optimize our decisions. Thus, in processing a service proposal, raters will have to make their judgments on a probabilistic basis, utilizing the evidence before them most carefully, but unapologetically, even if their decisions might mean that an established service will be discontinued for the sake of initiating an alternative one.

More technical details on how to rate a service plan or proposal rather than an existing service are provided in the section on 'Assignment of ratings, and problems of scoring.'

Structure of PASS

The structure of PASS evolved from the consideration of a number of points and assumptions.

1 Desirable as well as undesirable human service program components can be specified.

2 Program principles can be so specified as to be applicable to virtually any type of service project.

3 Specified program components can be graded along a continuum of specifiable increments.

4 In many cases, the criteria for assigning a program component to a level of such a continuum can be objectified and concretized.

5 A schema to achieve the desired evaluation can be flexibly designed so that components can be added, revised, and perhaps retired, without significantly impairing the comparability of evaluations across services, space or time.

In PASS, each service project is rated on 50 major characteristics, called 'ratings'. These ratings are grouped into clusters which are successively combined into larger clusters (see Table 1 p. 9). While some of the ratings or clusters may interrelate with each other, an effort has been made to specify them as independently as possible. In addition to the 50 PASS ratings mentioned above, FUNDET contains another 12 ratings.

For an understanding of the hierarchical arrangement of the PASS elements as well as the narrative instructions which guide the rater in his judgments, it is necessary to define certain terms.

Each of the 50 PASS ratings (i.e. brief statements regarding the quality of a project) is scored along a continuum of 3-6 'levels'. In each case, the lowest level of a rating stands for an unacceptable (or at least minimally conceivable) level of project quality, while the highest level receives the maximum score which the project can obtain for that specific rating. In order to enable objective decisions, a detailed narrative accompanies each rating, explaining its rationale and criteria, and often providing examples. Sometimes, rating instructions will specify certain 'dimensions' and possible 'subdimensions' which explain to the rater the various components which define the content of a rating, e.g. the rating entitled 'Model coherency'.

Conceptually related ratings are grouped in such a fashion as to form larger related clusters, called domains. Domains combine to constitute subitems; subitems group themselves into 'items'; items into 'item areas'; item areas into 'subareas'; and subareas into 'areas'. The various components of this hierarchy are referred to as 'elements'. In other words, an area, an item area, a rating, etc., are all elements, but at all times, the term 'rating' will refer to the ultimate point at which the rater must render his judgment. It should be noted that where the hierarchy is less differentiated, certain intermediate elements may be missing, and in the absence of intermediate elements such as item areas and items, an area or subarea may branch directly into ratings.

In order to visualize the arrangements of the elements, the reader is referred to the overview of terms provided in Table 1 p. 9 and the overview of all the PASS elements, with their numbers, names and weights in Table 2 p. 10.

In some instances, the hierarchical arrangement of areas, subareas, item areas, items, subitems, domains and ratings, with or without dimensions and subdimensions, is complex. However, such arrangements were dictated by the need to arrive at progressively summated scores which would reflect project quality in clearly definable aspects of services. Failure to provide such a system would have made it difficult to compare different projects in these clearly-definable project aspects.

An example of the hierarchical arrangement discussed above is the item area 111 on 'Integration' which was broken down into the two items of 'Physical integration' and 'Social integration', with 'Social integration' being further divided into subitems concerned with interpretive and programmatic aspects. Program structures divide further into one rating and one domain, the latter finally splitting into ratings. Through such an arrangement, scores can be summated upward from the lowest element, allowing for quantitative comparison with other projects on each level of the hierarchy.

Ultimately, the total score is based on ratings in two large areas, one concerned primarily with ideological matters, and the other with administrative ones. Within the ideology area, the single most important concept upon which many of the ratings are based is the principle of normalization.

The principle of normalization is a newly-formulated rationale of human management, elegant in its deceptive simplicity. It calls for the use of means which are as culturally normative as possible in order to elicit and/or maintain, in (potentially 'deviant') clients, behaviors which are also as culturally normative as possible. This principle has implications from the highest systemic level of program structure and identity, down to the most minute elements of facility location and design, manpower and staffing patterns, and program details.

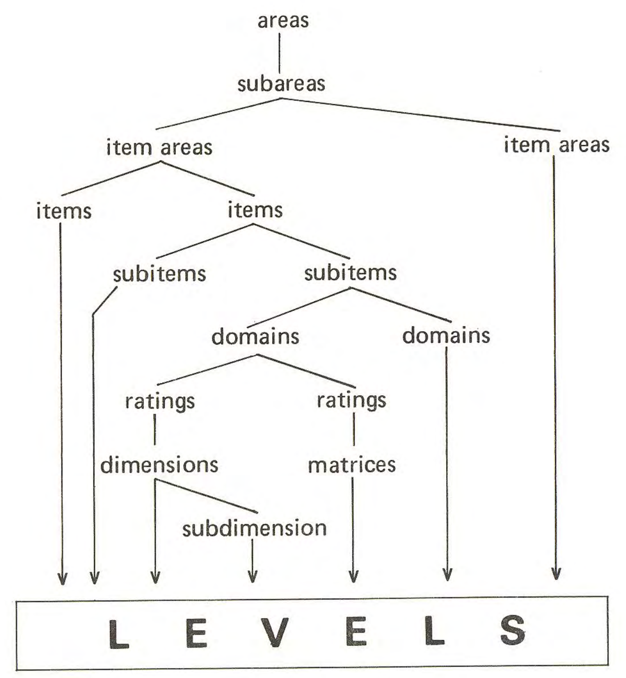
Because of the role which the normalization principle plays in PASS, it is essential to be thoroughly familiar with the principle and its ramifications in order to understand the system, or to be able to utilize it appropriately. To gain this understanding, users (and especially raters) are referred to the recent literature on the topic, and particularly to the text on **The principle of normalization in human services** by Wolfensberger published by the National Institute on Mental Retardation as a companion text to PASS in 1972.

While PASS is so structured that the various names of ratings and rating clusters suggest a high specificity of focus, PASS users should be fully aware that these focuses are not, and cannot be, as sharp as is desirable. For instance, while the item area 111 'Integration' does indeed address itself to issues which are primarily integration-related, there are many other elements elsewhere within PASS which also touch upon integration, and which do so in a way which does not permit the separation of the integration aspect from the major aspect covered by that rating. In other words, PASS users should not be misled by the name of any element into believing that this element would cover **only** what the name suggests, or that other elements might not touch upon the same aspect in another way or in a different context.

A number of ways of organizing the PASS elements were considered. The present structure is not the simplest one for rating purposes, but it was retained because of its teaching value. A different organization might have eliminated headings which need to be burned into the minds of program personnel. For instance, it might have been possible to subsume most of the material now included in 11122 'Socially integrative program structures' under 1122 'Culture-appropriate interpretations & structures', but such a consolidation would have diminished the opportunity to teach the distinction between physical and social integration, and between clinical and social program strategies.

TABLE 1

Hierarchy of elements into which PASS is divided



Number of digits in identification number	Number of elements	Elements	Number of elements which are also ratings (total=50)
1	2	areas	
2	6	subareas	
3	18	item areas item areas	12
4	16	items items	12
5	18	subitems subitems	14
6	10	domains domains	8
7	4	ratings ratings	4
		dimensions matrices	
		subdimension	
	3–6 each	L E V E L S	

FUNDET is similarly divided, but has no subitems or domains

TABLE 2

Program Analysis of Service Systems Third edition, 1975

PASS SCORE SHEET

Use (circle one): Project, Master, or Master Agency Score Sheet

Name of Rater or Scorer:

Date: Project being rated:

PASS Rating Elements		Scores
1	Ideology	−813/+864
11	Normalization-related	−749/+734
111	Integration	−302/ +302
1111	Physical integration	−136/+136
11111	Proximity	−36/ +36
*R111111	Local proximity	−26,0,21,26
*R111112	Regional proximity	−10,−6,0,6,10
*R11112	Access	−22,−13,0,18,22
11113	Physical context	−48/+48
*R111131	Physical resources	−26,−16,0,21,26
R111132	Program-neighborhood harmony	−22,−18,0,18,22
R11114	Congregation, & assimilation potential	−30,−24,−18,0,24,30
1112	Social integration	−166/+166
11121	Socially integrative interpretations	−67/+67
R111211	Program, facility, & location names	−10,−8,0,8,10
111212	Building perception	−16/+16
*R1112121	Function congruity image	−6,0,4,6
*R1112122	Building-neighborhood harmony	−10,0,8,10
R111213	Deviancy image juxtaposition	−22,−13,0,18,22
R111214	Deviancy program juxtaposition	−19,−15,0,15,19
11122	Socially integrative program structures	−99/+99
111221	Deviant persons juxtaposition	−60/+60
R1112211	Deviant staff juxtaposition	−26,−10,0,26
R1112212	Deviant client & other juxtaposition	−34,−27,0,27,34
R111222	Socially integrative social activities	−39,−31,0,31,39
112	Appropriate interpretations & structures	−234/+219
1121	Age-appropriate interpretations & structures	−142/+142
*R11211	Facilities, environmental design & appointments	−15,−7,0,12,15
R11212	Personal appearance	−10,−8,0,8,10
R11213	Activities, routines & rhythms	−34,−27,0,20,27,34
R11214	Labels & forms of address	−19,−15,0,15,19
R11215	Autonomy & rights	−34,−27,0,27,34
R11216	Possessions	−15,0,9,15
R11217	Sex behavior	−15,−9,0,12,15
1122	Culture-appropriate interpretations & structures	−92/+77
R11221	Internal design & appointments	−15,−7,0
R11222	Personal appearance	−30,−24,0,29,30
R11223	Activities, routines & rhythms	−6,0,4,6
R11224	Labels & forms of address.	−22,−13,0,18,22
1225	Rights	−19,−15,0,15,19
R113	Model c ncy	−40,−24,0,32,40

114	Developmental growth orientation	−64/+ 64
*R1141	Physical overprotection	−10,0,6,10
R1142	Social overprotection	−15,−12,0,9,15
R1143	Intensity of relevant programming	−39,−23,0,31,39
115	Quality of setting	−109/+ 109
*R1151	Physical comfort	−26,0,21,26
*R1152	Environmental beauty	−19,0,11,15,19
R1153	Individualization	−30,−12,0,24,30
R1154	Interactions	−34,−20,0,27,34
12	Ideology-related administration	−52/+ 84
R121	Comprehensiveness	0,4,8,11,15,19
R122	Utilization of generic resources	−18,0,9,18,22
R123	Consumer & public participation	−22,−13,0,9,18,22
R124	Education of the public	−6,0,2,4,6
R125	Innovativeness	−6,0,6,9,12,15
13	Human science orientation	−12/+ 12
R131	Ties to academia	−6,0,4,5,6
R132	Research climate	−6,0,4,5,6
14	Regional priorities	0/+ 34
R141	Deinstitutionalization	0,4,8,11,15,19
R142	Age group priorities	0,6,9,12,15
2	Administration	−134/+ 136
21	Manpower considerations	−26/+ 28
R211	Staff development	−22,−18,0,18,22
R212	Manpower development	−4,0,4,5,6
22	Operational effectiveness	−108/+ 108
221	Internal administration	−71/+ 71
R2211	Administrative control & structures	−26,−16,0,21,26
R2212	Planning process	−19,−11,0,15,19
R2213	Program evaluation & renewal mechanisms	−26,−16,0,16,21,26
222	Finance	−37/+ 37
R2221	Financial documentation—extent	−15,0,9,12,15
R2222	Budget economy	−22,0,9,18,22
TOTAL PASS SCORE		−947/+ 1000

Facility Score

*R111111

*R111112

*R11112

*R111131

*R1112121

*R1112122

*R11211

*R1141

*R1151

*R1152

TOTAL FACILITY SCORE: −170/+170

R denotes that the element is a rating, and the asterisks identify the ratings which make up the facility score. This numbering system affords rapid access to and cross-referencing between narrative, rating criteria, tables, score sheets, etc.

For instructions on the use of this score sheet see **PASS: A method for the quantitative evaluation of human services** by Wolf Wolfensberger and Linda Glenn. Reproduction of this form is prohibited without the written permission of the publisher NATIONAL INSTITUTE ON MENTAL RETARDATION, York University Campus, 4700 Keele Street, Toronto, Ontario, Canada, M3J 1P3. Phone: (416) 661-9611

TABLE 2a

Program Analysis of Service Systems Third edition, 1975

FUNDET SCORE SHEET

Use (circle one): Project, Master, or Master Agency Score Sheet

Name of Rater or Scorer:

Date: Project being rated:

FUNDET Rating Elements	Scores
R31 Continuation of funding	–100, –40, 0, 80, 100
R32 Funding exploration	0, 6, 18, 24, 30
R33 Financial documentation–accuracy	–40, –32, 0, 16, 24, 40
34 Hardship factors	–65/+ 265
R341 Financial need	–65, –32, 0, 52, 65
342 Socio-ecologic hardship	0/+ 135
R3421 Socio-ecologic hardship–effort	0, 10, 20, 30, 40, 50
R3422 Socio-ecologic hardship–impact	0, 17, 51, 85
R343 Geo-demographic hardship	0, 26, 39, 52, 65
R35 Non-duplication–newness	–50, 0, 20, 40, 50
R36 Service utilization enhancement	0, 10, 30, 50
37 Funder priorities & requirements	–465/+ 465
R371 Client appropriateness	–155, –93, 0, 124, 155
R372 Program appropriateness	–155, –93, 0, 124, 155
R373 Consistency with funder policies & standards	–155, –93, 0, 124, 155
TOTAL FUNDET SCORE	–720/+ 1000

PASS-FUND Score

PASS cut-off Score, if any

Total PASS Score

If total PASS Score is below cut-off, stop here;

If not, enter total FUNDET Score

Sum of PASS and FUNDET Scores

PASS-FUND Score (sum divided by two)

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Adaptability of PASS to varied situations

PASS is a flexible system, adaptable to special local conditions without necessarily losing its comparative utility. The version presented here is based on the one evolved originally for use with mental retardation services in the state of Nebraska, but it is applicable to many other fields and locations without any adaptation. In yet other instances, modest adaptations may be desirable or even essential.

However, in order to preserve maximum comparability of PASS scores across time and applications, as few changes should be made as possible. Above all, **changes should not be made because of disagreements with the normalization principles or administrative ideology expressed in PASS.** Changes made on such basis would vitiate the comparability of PASS assessments. Changes should be made only because of bona fide non-applicability of rating content to certain situations prevailing in a field or locality. Such changes and adaptations should be very minor, and in making them, users should keep in mind that when a rating is deleted, the millage points associated with that rating must be distributed proportionately over the other ratings in the most immediate element category, preserving the basic ratios of rating values. Table 3 gives the proportions of weights of rating levels and other elements, and can be used in reallocating weights in the deletion or addition of ratings. For instance, in the present version of PASS, the 'Deinstitutionalization' rating in the subarea on 'Regional priorities' expresses the ideology generally held by mental retardation workers in Nebraska that traditional institutions should be phased out and replaced by a system of dispersed, specialized, small, and community-integrated residential and non-residential facilities. This ideology is derived from the principle of normalization. Where a radical commitment to the dispersal of an existing institutional structure is not found acceptable, or where it is not applicable for the service under consideration, users can modify this section so that it continues to emphasize deinstitutionalization, but without necessarily implying the eventual and total abolition of institutions.

However, we advise strongly against the elimination of 14 'Regional priorities' entirely, since distribution of the 34 points in this subarea would be extremely complex. Instead, we recommend that if both R141 'Deinstitutionalization' and R142 'Age group priorities' are considered to be inappropriate for a particular type of assessment, some other regionally suitable priority category be defined. This priority category should, however, be intimately related to presumed quality of service, rather than to funding considerations. If such a priority were concerned only with funding, it should be included under FUNDET. A typical example in which a new priority might be defined in a particular region would be the rank ordering of various disability groups as having different priorities, if it can be established as a likely fact that more quality impact is possible or needed in some disability areas than in others. For instance, R141 and R142 could be entirely eliminated, and 14 'Regional priorities' could become R14 'Regional priorities-disability groups,' and four conceivable groups and levels could be defined as follows: aged, 34 points; juvenile offenders, 27 points; multiply-handicapped infants, 20 points; all others, 0 points. The scores, of course, would be derived by collapsing the scores for R141 and R142.

The adaptability of FUNDET is discussed further in the more general discussion of this companion technique.

TABLE 3

Level weights for each rating, by absolute value and percentages

PASS

Rating		Weights (percentages in parentheses)					
Number	Name	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6
*R111111	Local proximity	–26 (100%)	0 (0)	**21** **(80%)**	26 (100%)		
*R111112	Regional proximity	–10 (100%)	–6 (80%)	0 (0)	**6** **(80%)**	10 (100%)	
*R11112	Access	–22 (100%)	–13 (60%)	0 (0)	**18** **(80%)**	22 (100%)	
*R111131	Physical resources	–26 (100%)	–16 (60%)	0 (0)	**21** **(80%)**	26 (100%)	
*R111132	Program-neighborhood harmony	–22 (100%)	–18 (80%)	0 (0)	**18** **(80%)**	22 (100%)	
R11114	Congregation, & assimilation potential	–30 (100%)	–24 (80%)	–18 (60%)	0 (0)	**24** **(80%)**	30 (100%)
R111211	Program, facility, & location names	–10 (100%)	–8 (80%)	0 (0)	**8** **(80%)**	10 (100%)	
*R1112121	Function congruity image	–6 (100%)	0 (0)	**4** **(60%)**	6 (100%)		
*R1112122	Building-neighborhood harmony	–10 (100%)	0 (0)	**8** **(80%)**	10 (100%)		
R111213	Deviancy image juxtaposition	–22 (100%)	–13 (60%)	0 (0)	**18** **(80%)**	22 (100%)	
R111214	Deviancy program juxtaposition	–19 (100%)	–15 (80%)	0 (0)	**15** **(80%)**	19 (100%)	
R1112211	Deviant staff juxtaposition	–26 (100%)	–10 (40%)	**0** **(0)**	26 (100%)		
R1112212	Deviant client & other juxtaposition	–34 (100%)	–27 (80%)	0 (0)	**27** **(80%)**	34 (100%)	
R111222	Socially integrative social activities	–39 (100%)	–31 (80%)	0 (0)	**31** **(80%)**	39 (100%)	
*R11211	Age-appropriate facilities, environmental design & appointments	–15 (100%)	–9 (60%)	0 (0)	**12** **(80%)**	15 (100%)	
R11212	Age-appropriate personal appearance	–10 (100%)	–8 (80%)	0 (0)	**8** **(80%)**	10 (100%)	
R11213	Age-appropriate activities, routines & rhythms	–34 (100%)	–27 (80%)	0 (0)	**20** **(60%)**	27 (80%)	34 (100%)

TABLE 3 (cont'd)

Rating		Weights (percentages in parentheses)					
Number	**Name**	**Level 1**	**Level 2**	**Level 3**	**Level 4**	**Level 5**	**Level 6**
R11214	Age-appropriate labels & forms of address	−19 (100%)	−15 (80%)	0 (0)	**15** **(80%)**	19 (100%)	
R11215	Age-appropriate autonomy & rights	−34 (100%)	−27 (80%)	0 (0)	**27** **(80%)**	34 (100%)	
R11216	Age-appropriate possessions	−15 (100%)	0 (0)	**9** **(60%)**	15 (100%)		
R11217	Age-appropriate sex behavior	−15 (100%)	−9 (60%)	0 (0)	**12** **(80%)**	15 (100%)	
R11221	Culture-appropriate internal design & appointments	−15 (100%)	−7 (60%)	**0** **(0)**			
R11222	Cultural-appropriate personal appearance	−30 (100%)	−24 (80%)	0 (0)	**24** **(80%)**	30 (100%)	
R11223	Culture-appropriate activities, routines & rhythms	−6 (100%)	0 (0)	**4** **(60%)**	6 (100%)		
R11224	Culture-appropriate labels & forms of address	−22 (100%)	−13 (60%)	0 (0)	**18** **(80%)**	22 (100%)	
R11225	Culture-appropriate rights	−19 (100%)	−15 (80%)	0 (0)	**15** **(80%)**	19 (100%)	
R113	Model coherency	−40 (100%)	−24 (60%)	0 (0)	**32** **(80%)**	40 (100%)	
*R1141	Physical overprotection	−10 (100%)	0 (0)	**6** **(60%)**	10 (100%)		
R1142	Social overprotection	−15 (100%)	−12 (80%)	0 (0)	**9** **(60%)**	15 (100%)	
R1143	Intensity of relevant programming	−39 (100%)	−23 (60%)	0 (0)	**31** **(80%)**	39 (100%)	
*R1151	Physical comfort	−26 (100%)	0 (0)	**21** **(80%)**	26 (100%)		
*R1152	Environmental beauty	−19 (100%)	0 (0)	11 (60%)	**15** **(80%)**	19 (100%)	
R1153	Individualization	−30 (100%)	−12 (40%)	0 (0)	**24** **(80%)**	30 (100%)	
R1154	Interactions	−34 (100%)	−20 (60%)	0 (0)	**27** **(80%)**	34 (100%)	
R121	Comprehensiveness	0 (0)	4 (20%)	8 (40%)	**11** **(60%)**	15 (80%)	19 (100%)
R122	Utilization of generic resources	−18 (100%)	0 (0)	9 (40%)	**18** **(80%)**	22 (100%)	
R123	Consumer & public participation	−22 (100%)	−13 (60%)	0 (0)	9 (40%)	**18** **(80%)**	22 (100%)

TABLE 3 (cont'd)

Rating		Weights (percentages in parentheses)					
Number	Name	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6
R124	Education of the public	−6 (100%)	0 (0)	**2** **(40%)**	4 (60%)	6 (100%)	
R125	Innovativeness	−6 (40%)	0 (0)	**6** **(40%)**	9 (60%)	12 (80%)	15 (100%)
R131	Ties to academia	−6 (100%)	0 (0)	**4** **(60%)**	5 (80%)	6 (100%)	
R132	Research climate	−6 (100%)	0 (0)	**4** **(60%)**	5 (80%)	6 (100%)	
R141	Deinstitutionalization	0 (0)	4 (20%)	**8** **(40%)**	11 (60%)	15 (80%)	19 (100%)
R142	Age group priorities	**0** **(0)**	6 (40%)	9 (60%)	12 (80%)	15 (100%)	
R211	Staff development	−22 (100%)	−18 (80%)	0 (0)	**18** **(80%)**	22 (100%)	
R212	Manpower development	−4 (60%)	0 (0)	**4** **(60%)**	5 (80%)	6 (100%)	
R2211	Administrative control & structures	−26 (100%)	−16 (60%)	0 (0)	**21** **(80%)**	26 (100%)	
R2212	Planning process	−19 (100%)	−11 (60%)	0 (0)	**15** **(80%)**	19 (100%)	
R2213	Program evaluation & renewal mechanisms	−26 (100%)	−16 (60%)	0 (0)	**16** **(60%)**	21 (80%)	26 (100%)
R2221	Financial documentation—extent	−15 (100%)	0 (0)	**9** **(60%)**	12 (80%)	15 (100%)	
R2222	Budget economy	−22 (100%)	0 (0)	**9** **(40%)**	18 (80%)	22 (100%)	

FUNDET

Rating		Weights (percentages in parentheses)					
Number	Name	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6
R31	Continuation of funding	−100 (100%)	−40 (40%)	0 (0)	**80** **(80%)**	100 (100%)	
R32	Funding exploration	0 (0)	6 (20%)	**18** **(60%)**	24 (80%)	30 (100%)	
R33	Financial documentation—accuracy	−40 (100%)	−32 (80%)	0 (0)	**16** **(40%)**	24 (60%)	40 (100%)
R341	Financial need	−65 (100%)	−32 (50%)	**0** **(0)**	52 (80%)	65 (100%)	

TABLE 3 (cont'd)

Rating		Weights (percentages in parentheses					
Number	Name	Level 1	Level 2	Level 3	Level 4	Level 5	Level 6
R3421	Socio-ecologic hardship—effort	0 (0)	10 (20%)	**20** **(40%)**	30 (60%)	40 (80%)	50 (100%)
R3422	Socio-ecologic hardship—impact	0 (0)	17 (20%)	**51** **(60%)**	85 (100%)		
R343	Geo-demographic hardship	**0** **(0)**	26 (40%)	39 (60%)	52 (80%)	65 (100%)	
R35	Non-duplication—newness	−50 (100%)	0 (0)	**20** **(40%)**	40 (80%)	50 (100%)	
R36	Service utilization enhancement	0 (0)	**10** **(20%)**	30 (60%)	50 (100%)		
R371	Client appropriateness	−155 (100%)	−93 (60%)	0 (0)	**124** **(80%)**	155 (100%)	
R372	Program appropriateness	−155 (100%)	−93 (60%)	0 (0)	**124** **(80%)**	155 (100%)	
R373	Consistency with funder policies & standards	−155 (100%)	−93 (60%)	0 (0)	**124** **(80%)**	155 (100%)	

Scoring system

In this section the scoring system is discussed. In a later section, further detail is provided (useful mostly to raters) on how to conduct the rating. It is intended that each rating be judged independently from any other rating, although, of course, some service phenomena may well affect more than one rating. In other words, the ratings were structured so as to hopefully be judgeable on criteria which do not recur on other ratings, although some ratings may act as constraints upon others (e.g. R2221 'Financial documentation—extent' on R2222 'Budget economy').

Numerical (per mill) values have been assigned to each rating through a hierarchical system, developed to determine the relative importance of each separate rating and element in relation to all other ratings and elements (see Table 2 p. 10). The scoring weights were assigned arbitrarily on an *a priori* basis, and there really does not appear to be any desirable or perhaps even empirical way to do otherwise until more research is conducted.

On both PASS and FUNDET, the sum of 1000 mill points (the total possible score) is successively subdivided into various subcategories. Thus, not only ratings, but rating categories (i.e. other elements) representing certain program aspects carry weights. This will assist in comparing projects and applications as to their relative strengths and weaknesses, and in pointing to areas that need improvement. Also, it provided a scheme in which a finite pool of points could be allocated in the knowledge that there are only 1,000 positive millage points, no matter how many ratings there are.

On both PASS and FUNDET, the sum of 1000 mill points respectively is allocated over 50 and 12 ratings respectively. The assumption is made that points are equivalent to each other, that ratings with the same number of points are equivalent to each other in importance, and that ratings can be ranked in importance and weight. Thus, in PASS III, the highest weighted rating carries 40 points, the lowest carries 6, except for one rating with 0 points (but a potential negative weight).

The ratings and their weights are so distributed that 864 of the 1000 PASS points are allocated to the ideology area—even more than the 840 points in the 2nd edition—and 136 points go to the area concerned with technical administrative matters. This process of comparing, weighing, and allocating of weights—and therefore of values—is a most difficult one, and involves precisely the type of judgments from which human managers have shied away in the past.

FUNDET consists of 12 ratings which are constructed, administered and scored analogous to PASS. Users should apply the same routines to it as to PASS. In many instances, the same raters will simultaneously administer both systems; and as on PASS, projects can earn up to 1000 points.

On both PASS and FUNDET, three criteria were used in assigning weights to ratings.

1 The importance of the subject matter being rated

2 How serious an issue the subject matter presents on the human service scene

Some aspects of service systems might be very important, but are not an issue because almost everybody is doing what they are supposed to do. Thus, other things being equal, a rating would be likely to receive a higher weight if it covered an aspect with which most agencies are struggling, than if it covered a problem which most of them have mastered.

3 The universality of the issue covered by a rating

Some ratings are of vast significance to one service area, and of minor significance to another. Generally, the more universally applicable a rating was, the higher its weight would be, other things being equal.

Each rating contains a varying number (from 3 to 6) of descriptive statements (levels) which refer to the degree to which a service project appears to fulfill the requirements of a rating. These levels are placed on a continuum according to their judged value, from the lowest to the highest. In a few ratings, the lowest level refers to a program aspect that is considered to be of low value; however, in the majority of ratings, the lowest level represents aspects that are judged to be completely unacceptable. The highest level of a rating represents the most desirable program quality in the aspect covered by that rating.

There are two reasons why ratings differ in the number of their levels. First of all, at times, the subject matter itself may have been very difficult to conceptualize on as many as six distinct levels of quality, while in other areas, criteria for a six-level scale came to mind relatively easily. Secondly, the larger the weight, the more reason and rationale there is to aspire to a larger number of levels: there would be less discontinuity in the size of scores between levels; and PASS ratings that carry a large weight (e.g. 35-45 points) warrant a much greater investment in terms of data collection and painstaking differentiation between levels in the rating process than ratings for which the maximum score is very small (e.g. 7 or 10 points). In other words, an inaccuracy or inadequate range of levelling could cost a project 20-25 points on a high-weight rating, but perhaps only 5-7 points on a low-weight rating.

To recapitulate, then: the score on each separate rating is the permillage corresponding to the (statement) level that is descriptive of the service under evaluation. The sum of all rating scores is the total score for the service project under review. An overview of the weights for each level of each rating is given in Table 3 p. 14, and in order to provide the reader with a convenient review of the relative importance of the different ratings, Table 4 p. 19 lists the ratings in rank-order of their weights.

In order to determine the weights for levels within ratings, certain rationales and principles were applied.

1 The highest level of a rating automatically and by definition carries the full maximum weight assigned to that rating. A service receiving a maximum score on all ratings would receive a total score of 1000.

2 The level corresponding to minimally acceptable performance (usually level 2 or 3) was assigned a score of zero. Thus, **positive weights reflect program quality above the level of minimally acceptable performance.** A total PASS score of zero indicates that a service meets minimal requirements. Of course, a service with such a total score would almost invariably have some areas in which it scored higher, and others in which it scored lower, zero being merely the total of the positive and negative scores.

continued on page 21

TABLE 4

Ratings listed in decreasing rank order according to their maximal scoring weights.

PASS

Rank	Number of ratings in group	Weight	Ratings	
			Number	Name
1	1	40	R113	Model coherency
2.5	2	39	R111222	Socially integrative social activities
			R1143	Intensity of relevant programming
5.5	4	34	R1112212	Deviant client & other juxtaposition
			R11213	Age-appropriate activities, routines & rhythms
			R11215	Age-appropriate autonomy & rights
			R1154	Interactions
9	3	30	R11114	Congregation, & assimilation potential
			R11222	Culture-appropriate personal appearance
			R1153	Individualization
13.5	6	26	*R111111	Local proximity
			*R111131	Physical resources
			R1112211	Deviant staff juxtaposition
			*R1151	Physical comfort
			R2211	Administrative control & structures
			R2213	Program evaluation & renewal mechanisms
20.5	8	22	*R11112	Access
			*R111132	Program-neighborhood harmony
			R111213	Deviancy image juxtaposition
			R11224	Culture-appropriate labels & forms of address
			R122	Utilization of generic resources
			R123	Consumer & public participation
			R211	Staff development
			R2222	Budget economy
28	7	19	R111214	Deviancy program juxtaposition
			R11214	Age-appropriate labels & forms of address
			R11225	Culture-appropriate rights
			*R1152	Environmental beauty
			R121	Comprehensiveness
			R141	Deinstitutionalization
			R2212	Planning process

Continued overleaf

35	7	15	*R11211	Age-appropriate facilities, environmental design & appointments
			R11216	Age-appropriate possessions
			R11217	Age-appropriate sex behavior
			R1142	Social overprotection
			R125	Innovativeness
			R142	Age group priorities
			R2221	Financial documentation—extent
41	5	10	*R111112	Regional proximity
			R111211	Program, facility, & location names
			R11212	Age-appropriate personal appearance
			*R1112122	Building-neighborhood harmony
			*R1141	Physical overprotection
46.5	6	6	R11223	Culture-appropriate activities, routines & rhythms
			*R1112121	Function congruity image
			R124	Education of the public
			R131	Ties to academia
			R132	Research climate
			R212	Manpower development
50	1	0	R11221	Culture-appropriate internal design & appointments

FUNDET

2	3	155	R371	Client appropriateness
			R372	Program appropriateness
			R373	Consistency with funder policies & standards
4	1	100	R31	Continuation of funding
5	1	85	R3422	Socio-ecologic hardship—impact
6.5	2	65	R341	Financial need
			R343	Geo-demographic hardship
9	3	50	R3421	Socio-ecologic hardship—effort
			R35	Non-duplication—newness
			R36	Service utilization enhancement
11	1	40	R33	Financial documentation—accuracy
12	1	30	R32	Funding exploration

3 A large increase in weight is given to the next higher level (usually level 3 or 4), which generally reflects **expected performance.** In most instances, the expected level of performance receives a weight that is 60% or 80% of the maximum weight of that rating. **Overall expected performance would be equivalent to a total score of 711.** Expected levels are printed bold in Table 3.

4 A small increase (generally 20% to 40%) in weight is given as one ascends from the level reflecting expected performance to the one standing for near-ideal (highest) performance. In most cases, a rating has four or five levels. Where there are more, the weight increases for levels between unacceptable and minimal performance, and expected and near-ideal performance, are small (generally, 20-25% of the rating weight). Services which are found to surpass expected performance, but which are not ideal, would receive a score of somewhere between 711-999.

5 In its first version, PASS had been used exclusively for the sake of establishing priorities for state subsidy of local mental retardation services in Nebraska. Therefore, it had not been necessary to complete a global evaluation for a service that was judged to be totally inadequate in certain critical evaluation elements. When such an inadequate element was uncovered, the entire funding application was immediately rejected, and there was no further need to conduct evaluation of other elements. However, such a procedure does not permit the quantitative rating of an inadequate service, and makes it impossible to document the gradual improvement of an inadequate service on its way to improvement. Thus, it was decided that weights for unacceptable performance were needed, but that these weights should be negative ones. The size of these weights was determined by three rationales.

a Where previously an unacceptable rating would have resulted in peremptory rejection, the project will receive a negative weight equivalent in magnitude to the maximal score available to that rating. In other words, a highly visible 'punishment' is administered to the project which contains an utterly reprehensible feature.

b The maximal negative weight is also assigned to the lowest levels of certain ratings (e.g. R212 'Manpower development', R132 'Research climate') where the issue may be a relatively modest one, but where failure to meet minimal expectancies is due not to lack of resources or to factors beyond the control of the agency, but to gross ideological deficiencies, and where the situation could be vastly improved by an element of good will and attention to the matter.

c Finally, where the feature is unacceptable, but not of such importance as would have resulted in a peremptory rejection in the earlier PASS version, the project receives a negative score equivalent in magnitude to the expected (usually the third) performance level of the rating. **The lowest possible score a service can receive is −947 on PASS and −720 on FUNDET.**

There are a number of exceptions to the above principles. In most instances, the rationale for an exception will be apparent from the inspection of the nature of a rating and the scores assigned to its levels. For instance, some ratings do not receive a penalty even for their lowest levels, either because direct clinical services are not impaired by a low score, because the agency has little or no control over the issue, and/or because the issue is a minor one. In one instance, R11221 'Culture-appropriate internal design & appointments', the highest score received is 0 because very few services violate the underlying principle, and when violation does occur, the impact is often modest. Thus, minimal, expected, and near-ideal performance are really equivalent since once the minimal expectations have been met, it is almost impossible to improve upon the situation. This rating also is the only one that has only three levels, for the above reasons and others which will be self-evident upon examination of the rating.

The positive weight per rating ranges from 0 to 40 millage points in PASS*, and 30 to 155 in FUNDET. FUNDET weights are so much higher because they are fewer in number. They are somewhat comparable to the larger clusters of PASS ratings. While a small weight, such as 6 or 10 millage points, may not appear to add a great deal of substance to a total PASS score, it should be kept in mind that the lowest (unacceptable) level of such a rating could carry a full negative weight. Thus, completely failing or completely passing a 10 point rating could mean a difference of 20 millage points in the total PASS score.

The above approach implies a non-linear scoring scheme which imposes severe penalties for unacceptable performance, but offers large incentives for above-minimal but below-ideal performance. In a sense, it will be much easier for a service project to move from an unacceptable to an acceptable, or from an acceptable to an expected level of performance, than to go from an expected to a high, or high to an optimal level. However, this phenomenon precisely fits the rationale that even a modicum of good will, proper orientation and change can result in vast improvements in performance, while the step from goodness to perfection can be just as difficult for human services as it is for human beings.

The negative scores are a little awkward to handle. However, they are phenomenologically very meaningful, and total scores can be interpreted more readily in terms of departure from zero (minimally acceptable performance) in either direction.

As also stated previously, most of the ratings have universal applicability. Possible exceptions are the ratings concerned with 14 'Regional priorities' and hardship (342 and R343). Another, more common, exception occurs in instances where a service does not take place in one or a few buildings, but on the streets, in clients' homes, in a large number of other agencies (as in the case of a consultancy service), etc. A prorating method (see 'Assignment of ratings, and problems of scoring') has been evolved for handling the scoring of such ratings in such a fashion as to preserve the comparability of scores across different types of applications.

Where an agency offers a single service, PASS, in effect, will evaluate the entire agency. In such a case, the score for that service is really the score for the agency. In many instances, agencies offer more than one service, and if the agency as a whole is to be assessed, PASS may have to be

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*The weights were very slightly adjusted in order to avoid fractional scores, i.e. in order for scores to be integers. Only one rating has a maximum positive weight of zero; otherwise the lowest positive weight is 6.

applied to each service component (project) separately. However, a large agency with many similar and related service projects may not require the rating of each project component separately. It may be feasible to rate the agency immediately as a total system, with site visits being conducted to only a few random or typical components.

A special feature of PASS is its ability to furnish a facility (or building) score. In order to arrive at this score, the weights which a project receives on the ratings marked with an **asterisk** on the score sheets should be combined. The facility score is not intended to provide a comprehensive reflection of the quality of a facility. It merely helps to identify those ratings which happen to have major facility implications, and to thereby provide an additional avenue of interpreting the results to an agency, or to utilize PASS as a planning aid. Of course, it is particularly during the planning process that an orientation to the future likely facility score of a building or site can have its greatest impact. Once a facility is put in place, it is rarely possible to move away from it, abandon it, or to change its fundamental architectural and contextual features. The same is not true in regard to most program features, which are much more amenable to change.

In order to gain a quick overview of the ratings which make up the facility score, the reader should refer to the asterisked ratings in Table 2. It should be noted that the facility score may yield some rather surprising results, insofar as a very comfortable and internally appropriate facility might very well rate lower than a less comfortable facility which is more accessible or has fewer conflicted public attitudes attached to it. In other words, it is conceivable that the perceptions others may have of a facility may outweigh the comfort and satisfaction experienced or expressed by a client with or toward the facility.

Where it is desirable to combine quantified program quality considerations with other numerical priority determinations in order to arrive at funding decisions, it is proposed that agencies be subjected to both PASS and FUNDET, that their scores on the two systems be combined, and that this score be called the PASS-FUND score. This score can then be used to rank-order the merit of projects for funding. However, there are two distinct ways in which this can be done.

1 The PASS and FUNDET scores can be averaged into one single unweighted PASS-FUND score. A major disadvantage of this method is that a service of very poor quality may be 'rescued' merely because of great local needs. Indeed, an approach like this could actually perpetuate the delivery of low-quality services to those client groups or areas that have the highest needs for quality services.

2 A more promising method is to determine, arbitrarily, a minimum PASS cut-off score, and only then to compute a PASS-FUND score on the 'surviving' applications, i.e. on those projects that have a PASS score above the cut-off level. In effect, this yields a weighted PASS-FUND score. The FUNDET scoring sheet provides space for computing and recording a PASS-FUND score. PASS cut-off levels can be selected by considering that a score of zero is equivalent to minimally acceptable performance and that 711 points correspond to expected performance.

Further details on scoring procedures and special situations are provided in a later section on 'Assignment of ratings, and problems of scoring'; and in the section on FUNDET, some further points and exceptions to the scoring system described here are noted.

In conclusion, it should be noted that some services have such built-in obstacles as to be unable to attain a maximum PASS score. For instance, the nature of the service region itself—which may have been externally imposed upon the agency, and may therefore be beyond its control—can place constraints on ratings such as *R11112 'Access', R121 'Comprehensiveness', and R131 'Ties to academia'. Furthermore, there are certain types of services which naturally tend to make more mistakes, and where the achievement of quality is more difficult—at least in regard to certain ratings and clusters. For instance, an agency that serves only young children will be less apt to fall into error on 1121 'Age-appropriate interpretations & structures' than an agency that serves teenagers. Furthermore a very general and important fact is that the more societally devalued the client group is, the higher is the likelihood that service quality is reduced—which should not surprise us, but which should have made us conscious decades ago to multiply our consciousness and safeguards whenever a devalued group was to be served.

Desirable rater characteristics

In a way, the rater is as much a part of PASS as a psychologist is part of the personality or intelligence test he administers. In consequence, in order to employ PASS validly and reliably, it is critically important that the raters be properly qualified for their task. The desirable characteristics can be divided into personal characteristics, ideological commitments, and more technical skills.

The most important personal characteristics are (1) an ability to function in a rational-objective fashion; and (2) high intelligence and verbal skills, as PASS is a very abstract and intricate system requiring understanding and application of complex principles to a wide variety of very specific situations.

Ideologically, PASS raters must have a deep understanding of and commitment to the principle of normalization. In many instances, this understanding and commitment is developed during PASS training, but not everyone can make this commitment.

More on the technical level are the following characteristics.

1 A sophistication about human services in general. This implies an understanding of human management principles on such a level as to enable their application to more than one type of service, to more than one type of client (or handicap) group, and perhaps to more than one type of age group.

2 Technical skills in the administration of PASS are acquired by formal structured training as discussed in much further detail in Part III.

3 Raters must acquire, possess, and ever improve skills and habits of accurate, objective, incisive, and also efficient observation in both the narrow and broad sense. This 'observation' does not merely consist of a physical sensing of objects, persons, and events, but a combination of spontaneous and non-spontaneous (planned and rationale-based) perception and interpretive digestion of reality.

4 Interviewing skills, though not every rater needs to be equally skilled in them. There are a great many texts on interviewing which a rater might study, but of course, a great deal can be learned by skillful observation of accomplished PASS raters conducting evidentiary inquiries.

Ultimately, gathering of evidence for the ratings involves a combination of observation in the broadest sense, interviewing (of a 'critical' nature), and 'strong inference.'

It should be noted that the above characteristics do not necessarily require professional status, although professionals are more apt to either have the necessary background, or the time to be trained. Non-professional citizens can also become skillful raters — most likely parents and relatives of service consumers (such as parents of the handicapped), persons who themselves have had a history of being consumers of human services, and other citizens who have been involved in human services. Such persons might have served in various volunteer capacities and offices in voluntary human service associations such as the Easter Seal Society, cerebral palsy associations, mental health associations, associations for the mentally retarded, etc. For such individuals, expertise in PASS can become a major tool to monitor service delivery, service quality, involvement of citizens and consumers etc.

In conclusion, one could say that ideal raters are those who have been 'standardized', i.e. they would possess identical degrees of judgment and of high understanding of the system. In this respect, PASS differs from many other evaluation instruments which succeed in objectifying their criteria and minimizing human judgment. A clerk can count clients and toilets, derive the ratio of toilets to clients, and determine whether this ratio is in the adequate or inadequate range. The failure of PASS to achieve such objectivity in all but a few of its ratings could be deemed a weakness, except for the conviction that raters can be standardized. Ultimately, one of the major purposes of PASS — the internalization of the principle of normalization — will be meaningless unless the programmatic expression of the principle would be nearly universally understandable.

The qualities and characteristics of PASS raters, trainers, etc., will be discussed and explored in much more depth in a section on training in Part III of this Handbook.

Considerations specific to FUNDET

At this time, there really do not appear to exist viable schemes to assist funding agencies in making rational funding decisions. Some of the existing schemes are so complicated that they are applied in a rather superficial and meaningless fashion, so that virtually anyone who applies for funding might get funded anyway, regardless of the system. FUNDET was designed specifically in order to quantify the funding merits of service projects primarily so where there is competition for limited funds, as in allocation of Red Feather funds. Unlike PASS, FUNDET does not appear to have any other uses.

While PASS assesses the quality of a service, FUNDET ratings are not concerned with service quality (except in a very indirect way to be discussed below), and there is no overlap in content between the two devices. The two instruments can be used separately, but funding decisions based on a combined use can be extremely powerful in changing the direction of service agencies toward more adaptive functioning. While it is hoped that PASS and FUNDET would be used together, FUNDET could very readily be used by itself, often because FUNDET assessments are much easier and faster to conduct, and it requires much less training to become a skilled FUNDET rater. Thus, FUNDET could be institutionalized very rapidly in many agencies, whereas PASS application would have to proceed more slowly because of the long and slow development of PASS rater skills and manpower.

If FUNDET is to be used by itself, in the absence of a PASS assessment, funders are advised to consider including (or using in conjunction) a few selected PASS ratings which stand on the borderline between PASS and FUNDET. These include R2221 'Financial documentation—extent', R2222 'Budget economy', and possibly R121 'Comprehensiveness'. They might then perhaps modify the scoring system so as to be able to include these additional ratings quantitatively in their decision-making.

The procedures and rationales for FUNDET are so similar that PASS and FUNDET considerations have been discussed jointly in much of the Handbook. In fact, it is difficult to apply FUNDET without having understood at least some of the PASS principles, especially in regard to data review, rater functioning, scoring rationales, etc. However, at the cost of some redundancy, certain FUNDET aspects will be recapitulated here separate from PASS considerations.

FUNDET is an extremely flexible tool which has many more options built in to it than PASS. For instance, unlike in PASS, funders are encouraged to realign the weights of the ratings to suit local or agency priorities. (If the user adopts the proposed scoring weights, then the milestone scores for FUNDET are: lowest possible score, −720; and expected level, 587. As in PASS, the maximum attainable score should always be 1000.)

The reason such flexibility in scoring is encouraged here while being totally discouraged for all but two of the PASS ratings is that PASS aims at comparing service quality across time, agencies, and service categories. This comparability would be lost if every PASS user tampered with the scoring system. This is not the case with FUNDET, where funding usually takes place in a context in which priorities which are unrelated to quality are much more amorphous, and where comparability needs to be achieved only within a few discrete points in time, perhaps once or a few times a year when funds are dispersed. For instance, many state and provincial government departments disperse funds only a few times a year, and comparability of funding merit across projects and agencies need only be attained for any one specific occasion, or perhaps during a specific fiscal year.

Not only are the scoring weights adaptable, but some of the content can also be adapted to the identity of a potential funder. For instance, in 37 'Funder priorities & requirements', the principles for the levels of three ratings ('Client appropriateness', 'Program appropriateness', and 'Consistency with funder policies & standards') are laid down for universal applicability, but the specification of what the funder's priorities and requirements are is left for the funder to spell out to the raters. This type of possible utilization of FUNDET underlines the advantages of a system in which levels are determined first, rather than scores, and where these levels are transferred to scores only later on.

Obviously, FUNDET ratings do not all have the same universality as PASS ratings. It is therefore recommended that ratings which are not relevant in a particular funding determination be eliminated, and their weight be redistributed. Alternatively, funders may wish to substitute or add ratings which have distinct relevance to their funding processes, but which are not currently included in PASS or FUNDET. However, the current 12-rating version of FUNDET is a considerable expansion and improvement over the 8-rating version of the 1973 edition, and we believe that this version has succeeded much better in capturing the major recurring funding concerns which have considerable universality in the field.

Naturally, if FUNDET is chosen as a policy tool, this fact should be publicized to applicant agencies. It is only fair that they should know what it is they are being evaluated on, and the rating system should be made available to them. In order to render his judgments knowledgeably and fairly, it is essential that the rater be familiar with the aims, policies and standards of the sponsoring body, as these relate to the specific project under review. Documents of the agency being assessed which can greatly facilitate the FUNDET rating of a project are listed in Table 6 further on.

In many instances, funders will not need a FUNDET cut-off point, because they may have more worthwhile applications than they can fund, and they might simply fund 'from the top down' according to FUNDET (or PASS-FUND) scores, until the money runs out. However, there are also many instances in which the projects submitted for funding are so poor that a definite cut-off point should be selected, below which no project will be funded. While 587 and 0 are some potential cut-off points for FUNDET to consider in the review of funding requests, any number of other cut-off points are of course reasonable.

Almost invariably, people who write project proposals promise more than is eventually delivered, but it is often difficult to foretell which of the promised elements will or will not be delivered. Thus, it makes a lot of sense to require that projects which do not exist at all, and which must be evaluated entirely 'from paper', should have a higher cut-off point than projects in which there is something tangible which provides a firmer basis for making probability judgments as to the quality and veracity of the proposal content. A differential of at least 100 points might be considered.

The assertion that FUNDET has nothing to do with service quality must be somewhat tempered, insofar as some of the FUNDET ratings have a peculiar long-term and indirect implication to service system development, and thereby to quality. For instance, a number of ratings (e.g. R35 'Non-duplication—newness') reflect a funding bias toward those service projects which are part of or contribute to comprehensiveness of services, and it is assumed that services within a comprehensiveness schema will generally be better services than those which exist and/or function in isolation. To reiterate, this contribution to service quality affects the experience of the client, but does not necessarily reflect the quality of the service and practices within any specific agency.

The question may be raised just why R2222 'Budget economy' is included under PASS rather than FUNDET. The rationale here is that at a given level of effectiveness, a more economical service is a better service. Secondly, taking the long-term systemic view, given a fixed income or budget level, the agency which receives better mileage for a fixed dollar must also be doing something better than another agency, or at least it can be expected that there is a high correlation between the quality of its service and its ability to accomplish a better mission at a given level of cost. Thirdly, personnel who have learned (perhaps in part via PASS exposure) to thoroughly internalize the importance of the cost-yield thinking will, in the long run, be much more likely to bring about service improvements.

The reader is referred back to the discussion of the 'Scoring system.' On FUNDET, a number of additional principles were applied.

1 A weight of zero should be interpreted as constituting 'minimal eligibility'.

2 A negative weight means not only that the project lacks minimal eligibility, but that it has features which are counter-productive, unethical, or otherwise strongly objectionable. For instance, a negative weight could occur in the rating of R341 'Financial need,' if it appeared that the applicant actually had sufficient finances for the project, or was 'trying to pull a fast one'. A similar situation exists in the ratings of R371 'Client appropriateness' and R372 'Program appropriateness'. An interesting and deserved by-product of this weighting approach is that an applicant who operates an outstanding program but engages in inappropriate funding patterns or pursuits may be severely penalized on a PASS-FUND score, where it may be outranked by an honest project of more modest quality.

PASS in use and research to date

Utilization and findings

The first version of PASS was used twice, in early 1970 and early 1971, in order to fund community mental retardation services in Nebraska. Preliminary results were very satisfying, although a number of weaknesses or limitations were discovered which resulted in extensive revision, and the production of the second (1973) version of PASS. Some results of a study of this initial PASS usage may be of interest (Macy, B., **Analysis of 1970 and 1971 PASS Scores.** Lincoln: Nebraska Office of Mental Retardation, 1971). This study was conducted in regard to seven local or regional service systems which, on both occasions, had applied for funds and been funded. From the first to the second evaluation, the average PASS score increased by 132 points, or 30%, and the standard deviation decreased from 98 to 51. This increase is consistent with informal judgment across the state that the mental retardation services had greatly improved in quality since their relatively recent initiation; and in many instances, their adaptive changes appeared due to efforts to meet the normalization criteria embodied in PASS. This impression was substantiated by the fact that greatest improvement was shown on ratings having to do with normalization, while improvement on administration-related ratings was concentrated primarily in the ratings of 'Budget economy', 'Financial documentation', 'Program evaluation & renewal mechanisms', and 'Staff development.'

Most gratifying support for the validity of PASS was provided by the finding that the number of retarded clients who moved from a less advanced to a more advanced status (e.g. from training to independent employment) correlated at a highly significant .96 with total PASS scores. The correlation between ideology and administration ratings was a high .78, but it should be recalled that in the first version of PASS, some of the ratings now contained under FUNDET were found in some form under 'administration'. For 1971, there was a highly significant correlation of .86 between agency size and PASS score.

The quantitative results to date are highly consistent with observer judgments in Nebraska, but it should be kept in mind that the early version of PASS was exceedingly crude and unsophisticated when compared with the current version presented here; there were fewer ratings, and these were not as well conceptualized or quantified as they are now; and FUNDET did not exist as a separate entity. Also while the raters were knowledgeable people who were generally well versed in normalization principles, they had received only a modest amount of formal training in PASS utilization. However, there is little doubt that both they and the personnel of the agencies being rated learned a great deal about service quality. In fact, a number of service agencies withdrew from the competition for funds, or decided not even to apply, apparently upon realizing that their services would score very low on PASS. Thus, in Nebraska, PASS has served very well in a teaching role, in improving service, quality, and in objectifying the funding process. This objectification may have been a major force in completely depoliticizing the allocation of funds.

For financial as well as strategic reasons, the second (1973) edition of PASS was printed in only a very small quantity, and there simply were not enough resources available to conduct much research on it. In fact, almost the entire edition was used up in training exercises with a large number of potential raters and rater trainers across North America.

In these training exercises and a number of *bona fide* assessments, a wide range of services to a wide variety of clients of different ages were assessed in several states and Canadian provinces. One gratifying finding has been the power of PASS to discriminate among services which have fallen anywhere along the continuum from top (+1000 points) to bottom (-849 points). The highest score so far (+864) has been attained by a community-integrated apartment (a satellite to a larger group home) shared by a retarded adult and a non-handicapped age peer. The lowest score (-717) was 'earned' by a large public institution for the mentally retarded. As was to be expected, the bulk of the lowest scores was obtained by various types of institutional settings. One highly-acclaimed residential setting which provides a psychiatric service to children at a cost of approximately $150 a day per child scored near the minimal acceptable level.

The incisiveness of PASS can be recognized by the fact that in one case, the most advanced and model ward of an institution for the mentally retarded, with every institutional amenity lavished upon it, and where a very high staff-to-client ratio prevailed, received a score of -400 (i.e., 400 points below the minimally acceptable level). In contrast, an extremely small intensive, humanistic Montessori-type educational day program for severely retarded children in the community, operated almost single-handedly by a nun and a few student assistants, supported by a mere few thousand dollars a year, received one of the highest scores of any service assessed to date. Another high-scoring service was an extremely aggressive, very intensive vocational training and sheltered employment program which operates integrated work stations in industry, and which hires non-handicapped workers to work in its sheltered workshop components, side-by-side with the handicapped ones.

Fortunately, at least one systematic study of the second (PASS II) edition was conducted by R.J. Flynn in 1974. It is reported in an as yet unpublished monograph entitled *Assessing human service quality with PASS II: An empirical analysis of 102 service program evaluations.* This study had two principal aims: to investigate some of the statistical 'properties' of PASS II; and to compare the PASS performance of services delivered in community and institutional settings, to different age groups, in several human service fields, in different service sub-systems, on the single-service versus service-system level, and in Canada and the United States. The sample for the study consisted of 102 program and service system evaluations carried out both in Canada and the United States during the course of about a year (mid-1973 to mid-1974), and representing probably about a third of the evaluations carried out during this time with the second (limited 1973) edition of PASS. The 102 score sheets were the ones which happened to be obtainable.

Flynn's work appears to be very vigorous, but the data sources themselves leave much to be desired in that they were not necessarily a random or representative sample of assessments to date, or of a desirable range of services; and were atypical and highly selected, having been obtained largely in training contexts, and with inexperienced raters. Thus, the data below are presented in a cautious and tentative fashion, as more advanced than Macy's, but still somewhat of pilot nature.

The majority of the 102 services in the sample were community services. They served the full range of clients in terms of age: approximately one-half served adults, one-quarter served children and adolescents, and smaller proportions served pre-school children, elderly persons, and mixed age groups. Of the programs evaluated, 68% were in the field of mental retardation, 11% were in mental health, 4% were in aging, 6% served groups of clients with different handicaps, and the others were in the fields of delinquency, cerebral palsy, physical handicap, and poverty. In terms of type of service, 39% of the sample were residential programs, 22% were developmental (children's) services, 22% were vocational, 8% were family resource and guidance services, and 7% overlapped two or more service sub-systems. Of the programs, 96% were of an individual program or direct service nature, and only four were consolidated assessments of total service systems. Finally, 39% of the services were located in Canada against 61% in the United States. Some of the major findings of this study follow.

1 For the 102 programs in the sample, the total PASS score, or mean service quality, was +229, signifying an average level of service performance that is only modestly above the minimally accepted level of 0.

2 It was found that the more important the dimension of service quality assessed by the PASS II ratings, the less well was it being achieved in practice. A negative correlation of -.41 ($p < .01$, two-tailed) was found between the rank order of the maximum possible scoring weights of the 41 ratings, and the score they actually attained (with the latter expressed as a percent of the maximum attainable). Only one PASS rating, 'Physical overprotection', achieved the 'expected' level of service performance. Aside from 'Physical overprotection', the best performance was achieved on the ratings of 'Deviant staff contact', 'Access', 'Proximity', 'Comprehensiveness', 'Age-appropriate possessions', and 'Interactions'. The worst service performance was noted on 'Age-appropriate personal appearance', 'Manpower development', 'Specialization', (now 'Model coherency'), 'Planning process', 'Intensity of relevant programming', 'Socially integrative social opportunities', 'Program evaluation & change', (now 'Program evaluation & renewal mechanisms'), and 'Other deviant contact'.

3 The non-linear scoring system of PASS II was found to introduce almost no statistical distortion into the quantification of service quality. Correlations among the different PASS variables computed by means of the Pearson *r* and with Kendall Tau were found to be virtually identical. The similarity of the two coefficients strongly indicated that there is little distortion introduced by treating PASS scores as interval data for statistical analysis. This finding is consistent with recent work by Labovitz,[1] Boyle,[2] and others showing that the assumption of interval data almost always involves only minor distortions.

4 As anticipated, most of the 820 correlations among the 41 PASS ratings were positive in direction. Only 9 were both negative and statistically significant at the $p < .05$ level, and of these nine, six involved the rating of 'Consumer & public participation.' Previous field experience with PASS II had revealed that this particular rating had a weakness in construction which has been corrected in PASS III.

5 Almost all of the 41 ratings correlated positively and significantly with the total PASS score.

6 All of the seven ratings that formed the facility score on PASS II correlated significantly ($p < .01$) with facility score. ' Physical comfort ' was also found to correlate relatively high ($r = .44$) with the facility score; and on PASS III, it has been 'promoted' to the revised facility index.

7 A good number of interesting and consistent correlations among PASS variables were noted.

a 'Proximity' and 'Access' were fairly strongly related ($r = .71$). However, as 50% of their variance is not shared, a relative mutual independence is indicated, as expected.

b The crucial nature of the single most important and heavily weighted PASS II rating 'Specialization' (called 'Model coherency' in PASS III) for determining program cohesion in terms of content, process, manpower, etc., is indicated by the fact that this rating correlated higher than .40 with all the ratings in the age- and culture-appropriate and developmental growth, clusters, the highest correlations occurring with (lack of) 'Social overprotection' of clients ($r = .66$), 'Autonomy & rights' (.63), and 'Intensity of relevant programming' (.62). 'Specialization' also had correlations in excess of .40 with (lack of) 'Other deviant contact', 'Socially integrative social opportunities', 'Individualization', 'Utilization of generic services', and 'Budget economy' (cost effectiveness).

c Program 'Size or dispersal' (now called 'Congregation, & assimilation potential') correlated highest (.61) with 'Physical context' (which taps proximity to socially integrative physical resources, as well as consistency of program type with neighborhood type). 'Size or dispersal' also correlated moderately (.40's) with four of the five social integration ratings, including 'Socially integrative social opportunities.' These findings tend to corroborate the anticipated relationships between size/dispersal of service settings, and physical and community resources which promote physical and social integration.

d The correlations between 'Age-appropriate' and 'Culture-appropriate labels and forms of address' ($r = .34$), and between 'Age-appropriate' and 'Culture-appropriate personal appearance' ($r = .58$) indicate, as expected, that the age-appropriate and culture-appropriate dimensions of normativeness are related and yet also relatively independent. These evaluations, often carried out by relatively inexperienced raters, succeeded in picking up this important conceptual distinction.

e The variables of 'Physical integration' and 'Social integration' are moderately correlated (r .48). Physical integration thus probably contributes to, but hardly guarantees, social integration—as expected.

f There was a relatively modest correlation (.39) between the interpretive and the programmatic or clinical dimensions of social integration, which supports the conceptualization in PASS of social integration as made up of two relatively independent dimensions.

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[1] Labovitz, S. Some observations on measurements and statistics. *Social Forces,* 1967, *56,* 151-160.

[2] Boyle, R. P. Path analysis and ordinal data. *American Journal of Sociology,* 1970, *75,* 461-480.

g 'Ideology' and 'Administration', which are the two largest clusters in PASS, were moderately correlated (.48).

h 'Administration' shows a strong relationship with total PASS score ($r=.65$).

i The Facility Scores were moderately correlated (.48) with the residual score (formerly called Program Score).

j The former Program Score and total PASS score were empirically virtually indistinguishable ($r=.99$).

8 A certain type of internal (inter-item) reliability can be computed via a Spearman-Brown formula (Ley[1]). Applied to the 41 ratings, this formula yielded a gratifyingly high r of .92, but the applicability of the formula is somewhat in question. A different but also not entirely unresolved approach to internal reliability in this instance is the use of Cronbach's coefficient alpha (Ley[1]), which yielded an r of .89.

9 A factor analysis of the 41 ratings, even though carried out on only 102 observations, yielded a clearly interpretable factor structure. The following twelve factors emerged: normalization-program (38% of the common variance), administration (12%), normalization-service facility, service setting proximity and accessibility, orientation to student manpower, aesthetic quality of setting, social integration-program, age-group priorities, consumer and public participation, program evaluation and change, service comprehensiveness, and a relationship factor.

10 Factor analysis of the 14 non-redundant rating clusters (aggregated PASS variables) produced a more compact four-factor dimensionalization, including a normalization-program factor (65% of the variance), administration (17%), physically integrating service facility (9%), and a human science factor (8%).

11 Distinct differences in service quality emerged when different kinds of services were compared.

a When community services were compared with institutional services, it was found that on almost every rating or cluster, community services scored higher. On total PASS score, community services scored 259, against -158 for institutional services ($t=4.24$, $p<.001$, one-tailed). This significant difference offered evidence of the ability of PASS II to discriminate highly between these 'known groups', and furnished evidence of criterion-related validity.

b When services to different age groups were compared, a tendency emerged for overall service quality to vary inversely with the age of the clients served. The total PASS score of services to pre-school children was 294, while that for school-age children and adolescents, and for adults, was 229 and 230, respectively. The total PASS score for services to the aged was lowest (173). The score for services which juxtapose adults and children (202) was somewhat lower than the mean of 229 for all age groups, as the principle of normalization and PASS would predict.

c When scores between services in different fields were compared, mental retardation services (mean score 239) ranked considerably higher than mental health services (130). Services in aging were lower (173) than the mean of 229, as were services to juxtaposed deviancy groups (207).

d Comparisons among services in different service sub-systems indicated that developmental (children's) services are of highest overall quality, followed by residential services, vocational services, and recreation and camping services in that order. Services that had mixed program goals and overlapping service sub-systems scored somewhat below the mean.

e Canadian programs appeared to be somewhat better but more variable in quality than American services (271 versus 202, respectively). A t-test, however, revealed no statistical significance ($t=1.36$).

Overall, the results emerging from this study are strongly encouraging. The psychometric properties of the instrument appear very good; the reliability data is also encouraging; and the inter-service comparisons suggest that PASS II is a valid instrument and highly useful for comparing services to different age groups, in different human service fields, in different service sub-systems, and in different countries. Perhaps the most impressive general conclusion that emerges from this particular study is that the empirical findings almost without exception support the prior conceptualization of PASS's constituent elements and aspects.

Even though the second edition of PASS did not yield a great deal of new reliability or validity research, it did engender a great deal of enthusiasm and a perhaps unparalleled acceptance of the principles incorporated in PASS by a large number of persons (especially trainees), many of them in key decision-making and opinion leadership positions in human services in North America. Thus, it was found that undergoing PASS training was much superior to any other training approach for learning and internalizing the principle of normalization. It was determined that an adequate introduction to the PASS technique required five full days of training, and that some additional advanced experience or training was necessary in order to produce a highly skilled and competent rater. In order to become a trainer of raters, it was found that participation in three such workshops was minimal, as discussed later.

Also, the additional field experience with this more advanced tool, both under training conditions as well as under realistic field assessment circumstances, provided a wealth of experience and insight which has been incorporated in this (third) edition. While the second edition constituted almost a discontinuity from the first edition, the third edition is primarily a much more polished version of the second. Among other things, the number of ratings was expanded, their focus sharpened, and the criteria and examples used for scoring were improved.

It is anticipated that due to the many refinements, even higher reliability and validity will be achieved than previously. Also, since a number of states are considering official adoption of PASS for various purposes, support for the conduct of the desirable research on the instrument now appears to be forthcoming. For instance, the Pennsylvania Department of Public Welfare has authorized a well-planned series of studies on the characteristics of PASS.

One finding from the application of PASS to date is that by the standards set by PASS, and the rationales implicit in the ratings and their various levels, most of the human services in the mainstream of society today are remarkably poor. By PASS standards, they hover around the barely acceptable

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[1] Ley, P. *Quantitative aspects of psychological assessment.* London: Duckworth, 1972.

level. At first, this interpretation may come as a shock, and as an unbelievable absurdity. However, the reader is invited to reflect more deeply upon what services are really like, and what they are accomplishing—considering also the vast resources over which they dispose. A broad array of human services today are profoundly institutionalized, not merely socially but in terms of their structure. Many human services are residential in nature, and stand in gross violation of basic principles. Even mainstream schools provide relatively poor education, as has been documented over and over in the literature. Professional service workers have proven remarkably inept at putting their fingers on weaknesses in their own services, and at taking an aggressive advocacy role on behalf of accountability and human service reform. Unconsciousness regarding the meaning of certain service structures and service motions is almost universal. Some service fields are so poor as to stand on the verge of a major implosion or collapse. Among these are mental health services which stand virtually bereft of any rationale or effectiveness; and services to the aged, which increasingly are taking a turn towards gross, massive, dehumanizing, and to some degree even exterminating, segregation, congregation, and institutionalization in massive structures, apart physically—or at least socially—from society.

An interesting question from both an experiential and research viewpoint is the meaning and impact of observing services at distinctly different levels of scores. For instance, experience to date indicates that a service project might well score above zero and still have numerous shortcomings that offend against what one might call a sense of 'service aesthetics.' In this connection, it has been found that a sophisticated and well-ideologized rater is not apt to ' like ' a service until it scores approximately in the 400 range of PASS. This experience has led the Pennsylvania Office of Mental Retardation to view a score of approximately 400 as being the minimal score at which community residences for the developmentally disabled should be funded.

One remarkable thing about the PASS assessments to date is that virtually any agency assessed so far would have been able to improve its score substantially, and in some instances by several hundred points, without any additional outlay of funds. This means that in almost all instances, merely by a process of goal-directed consciousness-raising, many service practices could have been so changed and restructured as to result in significant, and perhaps even decisively major, improvements. To the degree to which one accepts the basic PASS ideology and rationale, this then merely underlines the fact that current human services in many instances will not be improved decisively by the addition of new monies, but must be improved ultimately and basically through conscious new priorities, reallocation of existing resources, revision of manpower utilization, etc.

But it is not even major restructuring of basic processes, manpower, etc., that are always necessary for significant improvements. Sometimes, very modest changes in practices which people simply had not paid attention to, or had never considered important, could improve a score by 100-200 points.

Research needs

The potential research on PASS, and with it, in studying issues of human service quality and other characteristics are virtually limitless. The following comments are intended to suggest merely some of the major needs at this time and should be taken as suggestive only, hardly as exhaustive.

1 The Flynn (1974) study has indicated that improvements and refinements in PASS are facilitated by the systematic gathering and analysis of data from PASS evaluations. It is of utmost importance therefore that as many service evaluations with PASS III as possible be systematically collected. Users of PASS III are strongly encouraged to send a copy of every score sheet of an evaluation that they complete to the senior author.

To facilitate the economical collection of data, it is suggested that all checklists and score sheets be duplicated, and that the PASS rater or PASS team keep the first copy, and forward the second one. In addition to the checklists and the score sheet, a third sheet ought to be used, called the agency background data sheet. On this, at least the following information should be recorded: name, location, date, team leaders and members, the type of clientele served, the age of clients, the number of clients served by the entire agency and by the sub-unit being assessed, the total budget, the program budget, the number of new programs initiated in the last five years, a copy of the organizational chart and the sponsoring auspices. Where confidentiality is an issue, the information can be disguised so as to furnish the data without identifying information.

2 There is clearly a need to examine the internal structure of excellent, medium quality, and poor services. When a sufficient number of each of these services has been gathered, it would be highly useful to examine the pattern of intercorrelations, and the factorial structure of these different services of varying quality. It might be found that the internal structure of programs differs considerably across services that are of markedly different quality. Also, it would be fascinating to see whether factorial structures differ for different types of services and clients.

3 Much more information is needed on the reliability of PASS. On a specific rating, highly experienced raters will only occasionally differ by more than one level from each other. (Of course, a difference of one level can constitute a very great difference in the number of points earned.) Also, such discrepancies tend to average each other out, which means that the inter-rater reliability for the total PASS score can be expected to be much higher than for any specific rating. In turn, intermediate elements (clusters) can be expected to have inter-rater reliability coefficients somewhere between those of specific ratings and of the overall PASS score. It is because of this phenomenon of great millage discrepancies resulting from small level discrepancies that conciliation of scores between raters is so desirable.

One dilemma (mentioned previously) exists in the fact that consultation among raters during an assessment will undoubtedly result in a more valid rating, insofar as less advanced raters will usually recognize the validity of the observations of more advanced ones. On the other hand, such consultation among raters would make it impossible to conduct research on inter-rater reliability, which of course is a very important issue. Thus, where inter-rater reliability research is an issue, a structure must be adopted which is consistent with such research requirements. Thus, it would be essential that raters meet as a group before they even approach the first physical site and/or interview session with agency personnel; and where raters are being chauffeured to various sites, they should always stay together in the same vehicle so that they are exposed to the same feedbacks, observations, interpretations, experiences, etc. Under this type of structure, raters should not discuss their ratings with each other until their ratings have all been made. Otherwise, the judgments would not be truly independent, and therefore, the anticipated research would not be as valid as it ought to be. However, once all raters have recorded their judgments, the same process of conciliation and consolidation should be conducted. The chairman (team coordinator) should record the reconciled rating levels which will form the basis for filling out the score sheet(s) and for the computation of the scores. Of course, raters must not be permitted to erase and change their earlier (independently-derived) ratings, which must be handed in unaltered for filing and possible research.

4 Other approaches to studying the reliability of PASS are of course possible. For example, the stimulus could be standardized through the use of videotape and inter-rater and inter-team reliability could be rather easily examined. This use of a standardized stimulus via videotape would also allow study of test re-test reliability by the same raters, and/or the same teams. However, it is important to recognize that inter-team rather than inter-rater reliability is the crucial question, since a PASS score is *not* a rater score, but a conciliated team score.

5 Furthermore, we need more information on the influence of team composition on the reliability and validity of PASS scores. For example, reliability studies would allow us to determine the most cost-beneficial size of teams, as well as allowing us to determine the effect of having new versus experienced, professional versus consumer, student versus service worker team members, etc. Examining the patterning of correlations between members of the same PASS team would allow us to assess the influence of experience and/or bias. We could, for example, find whether junior but competent raters agree more with each other rather than with the most experienced rater on the team.

6 Some important research should be done on the relationship between the quality of service programs and the structural characteristics of the agencies responsible for these programs. Specifically, the relationship of total PASS scores to the following agency characteristics could be studied: agency size, agency budget, the professionalism of personnel, organizational climate, rule formalization, centralization of power and decision-making, the degree of stratification among levels of workers, agency dynamism (as perhaps measured by the number of new programs introduced within the last 5 years), and the extent of agency organizational interdependence with other service agencies.

7 Very basic information is needed on the effectiveness of a PASS evaluation in producing program change and improvement over a given time. We know from other studies (e.g. Moos[1]) that without interventions, the profile of service programs remains remarkably stable even over two or three years. Since this is known, the research design for measuring program change can be kept relatively simple and less expensive.

8 Another topic for research concerns the training and evaluation of PASS raters. We need to know such things as the most effective ways of teaching PASS and normalization to potential evaluators, to human service leaders and administrators, and to workers and consumers. We ought to know whether longer, shorter, or differently structured workshops produce the greatest gains. Some training methods to be explored might take the form of simulations. Furthermore, it would be useful to have a quick and efficient way of measuring whether individual raters have maintained or improved their skill in making reliable ratings over a period of years. Again, this could be done through the use of standardized audio-visual presentations.

9 More research needs to be done on the present facility index, which consisted of seven ratings in PASS II, and of ten in PASS III. A number of more or less standardized environmental scales are being developed in the broad area of environmental psychology, and the degrees of similarity and differences of these standardized scales as compared to the PASS facility scale might be explored.

10 It has been suggested by several people that the key intervention point for understanding, and certainly for changing the quality, of human service programs is the single rating of 'Specialization' or, as it is known in PASS III, 'Model coherency'. The effectiveness of program change through specific attempts to change the particular model employed ought to be studied. Other mechanisms of change (such as staff development, training in managerial skills and techniques, and training workshops for agency board members) could all be profitably explored.

11 The development of a short form of PASS would be highly useful for certain situations, or for certain raters such as parents of handicapped children. Step-wise regression procedures appear very promising as a means of isolating PASS ratings with the highest reliability, predictive validity, and simplicity.

12 The systematic gathering of data, and the building up of a large sample of PASS III evaluations will allow a truly multivariate study of the determinants (or at least correlates) of human service quality. A large sample would allow the determination, through multiple regression, of the relative importance of certain factors, for example, institutional versus community service settings, young versus older staff, professional versus non-professional staff, etc.

13 A potentially very fruitful exercise within the next year or two would be the convening of a conference specifically devoted to research on and with PASS.

The above thirteen points only begin to touch on PASS research needs and opportunities. A more extensive treatise on this topic is currently under preparation, and persons interested in conducting research with PASS are encouraged to inquire for relevant background material.

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[1] Moos, R. H. *Evaluating treatment environments: A social ecological approach.* New York: John Wiley, 1974.

Criticisms of PASS

To date, five major criticisms have been levelled at PASS: that it does not recognize the reasons for agency weaknesses; that it is too process- rather than outcome-oriented; that it does not adequately assess clients' individual feelings of well-being and happiness; that it penalizes services for certain immediate and short-term client benefits; and that if adopted —especially by state and provincial governments for funding allocation—it would impose a new service ideology and system without an adequate empirical validation. These issues are examined below.

The issue of quality versus motive

Some critics of PASS, particularly members of agencies which have been assessed by means of PASS, have argued vehemently that the instrument did not take into account the reasons for certain service shortcomings, nor the fact that agency personnel were purportedly not in a position to alter circumstances which contributed to a lowering of scores. The fact is that PASS was so structured as to be oriented above all to the determination of the presence or absence of a quality dimension, as indicated by clear evidence collected, interpreted, and judged by trained raters. Where weaknesses exist, PASS endeavors to reflect these in the score, regardless of the explanations as to how these weaknesses were or are produced.

In other words, PASS raters must determine *what* is, regardless of *why* it is. If weaknesses were accepted because of the endless 'why's' with which they are often excused or explained, PASS would be a dishonest system, and PASS scores would cease to be comparable across services. This is a principle which many people find difficult to internalize. We are brought up to be 'nice;' we excuse weaknesses in human beings and in human services; we shy away from any 'mechanistic' determination of quality. Even rater trainees at first tend to give a service a higher rating than the objective evidence would indicate, because they are inclined to accept the various typical (and atypical) rationales presented by service operators:

'Our program for this or that group of clients is out of town, in a cornfield, because the land was donated ... the land was inexpensive ... the perfect house for our clients already stood here/and was cheap/and was donated ... 'these people' prefer the country ... the 'founder' (long dead) wanted it here;' or, 'Our workshop trainees have been making ceramic ashtrays for eight years because they can't do anything else ... it is the only contract we can get ... they enjoy this kind of work.'

Particularly convincing reasons often advanced are: 'We do not have the money to do it better', ... 'the law gives us no other choice', ... 'this is the way the state has told us we must do it', ... 'it is the policy set by our board', ... 'we are powerless'. None of these excuses or explanations (which may be true) can be given any weight on PASS, which assesses only whether or not a situation, structure, quality, etc., exists.

There are only a few exceptions to the rule that PASS is concerned with the 'what' of a feature rather than the 'why', and the major exception is that PASS has endeavored not to create disincentives for quality programming. In other words, a program should not have to inflict harm or hardship on clients in order to improve its PASS score. For instance, in *R11112 'Access,' a residential service which accepts clients from outside the service region whose homes have poor access to the service, is only penalized if this service is rendered for inappropriate reasons. Otherwise, an agency would be in a position to improve its PASS score by excluding all residential clients from inaccessible regions, and serving only those who live near access routes or who are in a position to control their access by special means.

There is a second exception to the 'what rather than why' rule. In instances in which some kind of shortcoming appears to exist, and where the rater is justifiably vacillating as to which of two adjacent levels to assign, he may then help himself to resolve the dilemma by determining to what degree the staff and governance of the service is responsible for the shortcoming, and to what degree powers well beyond their control are at work. Should staff and governance be responsible, then the lower of the two levels should be more seriously considered; otherwise, of course, the usual rule of thumb should be applied of tending to give the higher level. However, this consideration of a 'why' must come *after*, not before the considerations that led to the vacillation; and the consideration must *only* be invoked in cases where the rater is seriously at a loss in deciding between *two adjacent* levels.

While the PASS assessment is ordinarily not concerned with the reasons and motives for particular shortcomings, the assessment of a service does not extend to certain aspects of clients' lives which are clearly beyond the legitimate scope and purview of the service being assessed. For instance, a day client of a psychiatric service may, on his own accord, have joined the gay liberation movement. Although this does produce deviancy juxtaposition, or possibly leads to a limitation in socially integrative social activities, the psychiatric service would not be penalized unless it either fostered such a move, or failed to provide alternative integrative opportunities and status-bestowing juxtapositions.

Another way of looking at the what versus why issue is to view PASS as being concerned with the quality of service in the sense of trying to assess what is *best for the client,* without taking into consideration not merely lack of funds, but even higher-level constraints imposed by governing boards, public decision-makers, and even the law itself. Thus, where the law stands in the way of quality service, let the PASS score reflect it! This would mean that similar services functioning under similar constraints would be similarly penalized, and that other services without such constraints might have a greater potential for scoring higher — which is as it should be.

The issue of outcome versus process measurement

Some critics have felt that PASS is not sufficiently oriented to the measurement of outcome. This criticism is countered by four arguments.

1 There can be a real difference of opinion as to what constitutes outcome, and this difference may be due to theoretical orientation. Thus, the different opinions about the process versus outcome measurement aspect of PASS reveal a pro-

found ideological difference between adherence to normalization principles and adherence to more clinically-oriented ideologies. For instance, to a person committed to normalization, that a client is addressed and presented with genuine respect and courtesy by agency staff is definitely an outcome as well as process. Similarly, social integration is a desired outcome of normalization, and not merely a process or methodology. Normative appearance and dress, age-appropriate surroundings, etc., these are seen as significant measures of rehabilitation, whereas to other persons they may merely be half-way means toward higher functioning. In other words, process and outcome are not always as distinctly identifiable as may at first appear. To some persons, an outcome is a process; and ultimately, virtually all outcomes are merely hidden processes.

Even such a supposedly 'hard' outcome as a change in an IQ is really no more than the quantification of an interactive process between a person being tested and an examiner, a set of materials, and certain aspects of the environmental stimulus situation. Much as the measurement of IQ itself is merely the quantification of an ongoing behavioral process, one could similarly quantify any number of behavioral or organizational processes and derive measures which are no more nor less outcomes than a change in IQ is, and yet which might well be defined to be much more one than the other. Thus, a much more meaningful distinction would be to speak about assessment of processes which are applied to a client, versus of processes which are emitted by him. Looking upon it in this fashion, it is clear that some PASS ratings assess the one, and other PASS ratings assess the other. In fact, a rough estimate would be that perhaps 30% of the content of PASS is concerned with the behavior emitted by the client, and 70% with the processes administered by the service environment.

Aside from the above, it would be impossible for PASS to be consistent with the normalization principle, and to be only an outcome measure — if there is such a thing. The normalization principle implies both a process (utilization of normative means) and an outcome (the elicitation, establishment, maintenance, and support of normative appearance, behaviors, and life conditions). In a sense, a normative process is an outcome. Normalization goals have been partially fulfilled once normative processes have been instituted, regardless of other outcomes. By the same token, it is conceivable that optimal clinical change (i.e. outcome) can be achieved, but that further vast improvements can be obtained in the processes, even though no further improvements in outcome are anticipated or possible.

For instance, according to the outcome way of thinking, nothing has changed when a mentally disordered person who has been devalued, rejected, despised, etc., is now with genuine respect addressed as 'Mr. Smith', even though he is just as disordered as he was earlier. Within the normalization framework, however, a highly desirable objective has in fact been reached when staff have been so selected, trained, and ideologized as to be able to genuinely emit such respectful and potentially status-enhancing forms of address.

2 Some PASS content would be accepted as outcome even by other theoretical systems. Examples might be age- and culture-appropriate personal appearance.

3 Furthermore, outcome assessment tells us little about the forms or nature of service system weaknesses; nor is outcome by itself an adequate measure of program quality. Indeed, a specific outcome could be derived via a number of grossly differing processes—processes which may differ in economy, quality and perhaps even acceptability. For instance, the administration of severe punishments can result in dramatic and desirable outcomes, but there are some outcomes which we are prepared to sacrifice if they entail unacceptable service structures and processes. Thus, some processes are clearly better than others.

4 Finally, if the service processes were not clearly assessed and specified, PASS could not serve simultaneously as a teaching instrument and guide, as well as for assessment. And here, the reader should recall that the major purpose of PASS is precisely to function as an integrative instrument for both guidance and assessment. Thus, while it may be desirable to subject a project to assessment techniques in addition to PASS, we feel that the types of assessments implied in PASS are not only appropriate but essential if service systems are to be evaluated in such a way as to pinpoint their strengths and weaknesses, and to do so in a way which specifies implications for adaptive action.

The issue of clients' feelings of well-being and happiness

A third criticism has been that PASS may assess the programmatic circumstances and processes which surround a client — particularly a handicapped one — but that it may not reflect his personal-individual-private feeling of well-being and happiness. This criticism is partially correct, for three reasons.

1 PASS is concerned primarily with program structures which are substantially (though not entirely) under the control of either a service agency or at least of a larger societal service pattern. It does not purport to be a clinical instrument that measures highly individual personal characteristics and dynamics. Thus, it is not oriented to specific individuals, but to groups of clients, and particularly toward the relationship between the service agency and its clients in general.

2 Personal feelings of well-being and happiness are only partially controllable by agency program structure. Even under optimal conditions, some persons will be unhappy, and perhaps will quite literally create their own hell. On the other hand, some individuals function with a great deal of serenity under very adverse conditions. About the only thing that one can say is that PASS measures conditions which are generally optimal when considered in relation to clients in general and over the long run.

3 Finally, and very profoundly, it is recognized that the creation of normalized conditions of life does not always imply reduction of stress and discomfort in clients. To the contrary: a sheltered and clearly denormalized setting might find it much easier to create contentment in certain clients, while a normalization-based structure may be demanding, stressful, and at times turbulent. For instance, the 'dignity of risk' does not always bring happiness. It is one of the explicit and honest implications of the normalization principle and of PASS that what may people call 'happiness' (and a number of related social-psychological states) may not constitute the highest value in earthly life — at least not if they are bought at the expense of independence, self-sufficiency, and respect from others, or if they create devaluing attitudes in the public's

mind toward additional individuals who are different. They are especially not worth it when one considers how the devaluing attitudes in the minds of citizens brutalize them and in a sense make them morally self-destructive.

The issue of immediate and clinical client and agency benefits versus long-term and systemic gains

Many observers would agree in principle that it is desirable for a service assessment tool not only to be concerned with current service quality, but to also incorporate criteria which would be contributive toward the long-term improvement of services in general. However, as mentioned elsewhere, a number of critics of PASS are distressed by the fact that PASS may penalize agency practices which reap immediate clinical or short-term agency benefits at the expense of further contributing toward the long-term systemic forces which result in people being devalued, and which hold handicapped people especially in social and sometimes even physical bondage. Here, readers should recall that it is our contention that (1) *there are no clinical solutions to systemic problems,* and that (2) *a commitment to systemic solutions is impossible without bringing clinical sacrifices.* It is this conviction which is reflected in the content and scoring system of PASS. Short-term benefits for a small number of clients are commonly bought at the price of poor quality of life for a large number of devalued people in the future, a perpetuation of a damaging stereotype and thereby of devaluation itself, etc.

The issue of the empirical underpinning

There have been a number of comments from people across North America that if implemented, PASS would impose a relatively unproven empirically invalidated human service approach. This is partially true, but not entirely, because PASS does rest on scientific principles. We do know empirically about the effect of juxtapositions (of values, people, symbols, etc.). We do know a great deal about what shapes attitudes, positively or negatively, and that the value transfer process is real. We do know about the power of role modelling, and the strength of peer modelling; we know about the effectiveness of role expectations and labelling; and thus these and other things are firmly anchored to empiricism. But still, it is essentially true that PASS would impose some structures that have a great deal of unprovenness about them. However, there is no need to apologize for this at all, because what we are doing now, and what human services have been doing for eons is in no way any better validated empirically.

For instance, psychotherapy has been around for over 50 years, yet the number of well-controlled studies on it is minimal, and their findings are equivocal and contradictory. Has anyone given up the practice of psychotherapy as a result?

For social casework, the evidence is not even equivocal; it actually suggests that casework is ineffective. How many social workers and other professionals have been deferred from casework by this research body?

In some fields, the evidence is nothing less than devastating. Thus, the evidence proves that our system for handling legal offenders—especially our penal-corrective system—actually produces criminals. In one recent study, it was demonstrated that the worst thing that can happen to a juvenile first offender is to get caught. The recidivism rate of those that get caught is higher than of those that get away!! The recitation of similar examples could go on endlessly. But just how much impact will such evidence have on our ideologically derived judicial-penal system?

One of the most basic facts about human services is that they are dominated and shaped by human values and ideologies—albeit often implicit, hidden, latent, unconscious, and therefore usually dangerous ones, because the very fact that an ideology is unconscious makes it, and the service practice based on it, so hard to change. Conscious ideologies are so much easier to relate to, handle, and work with in terms of service implications and change.

Therefore, resistance to the fact that PASS might impose unvalidated service structures and processes can rarely be due to a genuine concern with facts, data, and research, unless the objector levels the same criticism to existing structures and processes—which is not often the case. This despite the fact that some service approaches have not only been suffered to prevail for decades and even scores of years without an adequate empirical base, but may even have enough evidence stacked against them to decisively repudiate their claims.

That interests vested in non-normalizing services would feel threatened by a PASS-type approach is, of course, to be expected and faced. That considerable research on PASS and normalization should be conducted is true and, in fact, a wealth of research can already be cited in support of normalization principles. The demand that service change should wait and be based on more such research is thus hypocrisy, considering especially the normatively modest quality and often costly ineffectualness of current service patterns. The authors of PASS do not apologize for juxtaposing their unvalidated theoretical and ideological approach with other ideological and theoretical approaches — whether the latter are empirically unresearched, unsupported, or actually repudiated.

The political uses and misuses of PASS

From the first, PASS was intended to serve 'political' purposes, in the very broad sense of the word political. It was intended to objectify service funding so as to depoliticize the funding process. Additionally, it was designed as a tool for changing the very nature of most types of services, and for training, placing, and replacing personnel. Experience to date has shown PASS does contain a great deal of power, and it is therefore important that those who utilize PASS use the power latent within it constructively. Therefore, PASS users at every level, from rater on up to state or provincial officers, must evolve a type of consciousness in the utilization of PASS which must be of a higher level than the kind of consciousness and unconsciousness with which service structuring has typically taken place in the past.

One way in which a certain protection has been built into PASS has been through the training system. However, this is informal, and persons of poor understanding or ill will could circumvent it.

Secondly, the idea that raters and perhaps even the trainers of the raters should be 'certified' has come up many times, and a step in that direction may eventually be necessary.

Thirdly, a distinction needs to be made when a service is assessed as to what degree the assessment should consist of PASS, and to what degree the assessment should be even broader. PASS was never intended to answer all questions of service assessment, and in many instances, an expert team of evaluators of a service should go beyond the content of PASS. However, whether PASS alone is to be used, or whether it is merely used as one of potentially several tools of a more global assessment should be clarified between the service being assessed and those who are conducting the assessment. Certainly, the entire issue as to who is requesting or imposing an assessment is involved here, with all of the delicacies implicit in different types of arrangement. This situation is discussed in more detail elsewhere, and the reader should refer to that section.

Fourthly, a PASS assessment can be not merely threatening but also very traumatic to a service. In many instances, PASS raters have to look upon a service being assessed as a wounded person in need of help, who may need help not just once, and who may even be hurt rather than helped if there is only a single contact without further continuity. Thus, every effort should be made to maximize the likelihood that services assessed by PASS can have further follow-through which often may take the form of verbal feedback, continued personal involvement on the part of raters, follow-up assessments, the provision of inservice training on normalization and PASS to the agency personnel, and the inclusion of agency personnel in PASS and similar type of training events elsewhere.

Of course, the less certain a rating team is that it has been able to fully assess all the facts regarding a service, the less 'politicized' should their report and follow-up actions be. A misuse of PASS may not merely do a lot of harm in regard to the service being assessed, but it may also discredit the technique itself.

PASS III compared to PASS II

This section is of concern primarily to those individuals who have studied and perhaps utilized the previous (second) edition of PASS. By the time PASS III appears in print, perhaps 2,000 persons will have participated in 5-day workshops on PASS, with a smaller number having gone on to more advanced training and/or experiences in order to become qualified raters or trainers. It is particularly those individuals who have been exposed to any such earlier training who will find it necessary to take note of the ways in which PASS III differs from PASS II.

Structurally and ideologically, PASS III is merely a refinement of PASS II, rather than a qualitative discontinuity as was the case between PASS II and PASS I. However, the changes are so numerous, and the definitions of some of the ratings have been so refined, that persons trained with PASS II must thoroughly acquaint themselves with PASS III in order to do valid work with the technique. Also, the changes are too extensive to permit continued use of the PASS II booklets and forms in any fashion consistent with the principles and procedures of PASS III.

PASS III has 50 ratings, 9 more than PASS II, and the number of FUNDET ratings has been expanded from 8 to 12. However, the general organization of ratings in PASS has changed relatively little, while extensive changes have been made in FUNDET.

One of the things that should have been accomplished by the lengthening of the scale is to increase its reliability, since the reliability of a scale is generally increased by increasing the number of the composite items.

Many of the new ratings in PASS are concerned with issues which previously were subsumed by other ratings, and which often beclouded a rating issue by requiring raters to assess a number of variables which might have been relatively independent of each other. A typical example is the rating of 'Proximity' which formerly attempted to subsume, simultaneously, proximity of a service to a local as well as a regional population. In PASS III, these concerns are broken down into 'Local proximity' and 'Regional proximity'.

One of the ratings which underwent the most extensive theoretical refinement is the former 'Building perception'. Concerns with the earlier history of a facility have been split off into the new rating of R111213 'Deviancy image juxtaposition', which is concerned with a number of such juxtapositions. The remaining concerns with the appearance of a facility were subdivided into *R1112121 'Function congruity image' and *R1112122 'Building-neighborhood harmony'.

The entire conceptualization of deviancy juxtaposition was extensively reworked, some of the previous content redistributed, and several new ratings and other elements developed. Some concerns previously covered under 'Physical context' are now included under the new rating of 'Deviancy program juxtaposition'. 'Education of the public' is another new rating, and the old rating of 'Budget realism' has been reconceptualized, and recast as 'Financial documentation—extent'.

Perhaps the most extensive and most significant content refinement occurred in the former rating of 'Size or dispersal', now renamed R11114 'Congregation, and assimilation potential'. We believe we have achieved in this rating one of the most definitive statements to date as to the ideological parameters which contribute to the definition of the desirable size of virtually any type of service.

Other ratings which have changed their names include the following:

'Specialization' to 'Model coherency';

'Socially integrative social opportunities' to 'Socially integrative social activities';

'Utilization of generic services' to 'Utilization of generic resources'.

The number of levels was expanded in many ratings, and wherever it appeared feasible to make adequate distinctions between quality levels, an attempt was made to have at least five levels in 34 ratings now, instead of in 8 in PASS II. The number of ratings which have six levels (the maximum number of levels utilized) has increased dramatically from 2 to 7.

By further isolating the relevant issues in various ratings, by sharpening the definitions and the instructions to raters, and by increasing the number of levels, it is believed that raters will now have much less difficulty in their task, and that the reliability of PASS III should be higher than that of PASS II—or at least the reliability for certain ratings should improve significantly.

The revision of FUNDET has attempted to be even more responsive to some of the questions almost universally asked by funders, and can now be used with particular effectiveness without concomitant use of PASS if the two PASS ratings under 222 'Finance' (R2221 'Financial documentation—extent' and R2222 'Budget economy') are used in conjunction with the other twelve FUNDET ratings. To our knowledge, this specification of major recurring funding issues, and their levelling into quantified dimensions, is another novel development. It is hoped that more extensive use of the new FUNDET than has been possible with PASS II will provide the kind of feedback which could result in even further significant improvements in the anticipated PASS IV.

In a number of ratings, levels are now determined in a new fashion by adding up points from a matrix or similar source. The construction of such 'matrices' reduces the danger of rating proliferation, and also increases reliability, since rater errors tend to cancel each other out across the different dimensions of a matrix.

PART II
CONDUCT OF ASSESSMENTS, RATINGS AND SCORING

Part I has provided an in-depth overview of PASS. Part II is addressed primarily at potential raters, and to some degree at senior staff in agencies that are being assessed by means of PASS.

PART II CONDUCT OF ASSESSMENTS, RATINGS AND SCORING

PART II
CONDUCT OF ASSESSMENTS, RATINGS AND SCORING

Many points contained here parallel similar points made in Part III on training and report writing. Cross reference is a bit redundant, but useful in learning the system.

In preparing and conducting an assessment, attention has to be paid to four major issues: clarifying the structure between the assessors and the assessed, constituting an assessment team, and planning and conducting the assessment. Each is discussed below. This material is not essential to an intellectual grasp of PASS, but it is essential to persons who are involved in the practical application of the approach, and especially so to prospective raters.

In order to facilitate the work of raters, Appendix A pulls together various points and hints useful to raters who are about to embark upon an assessment. Most of these points recapitulate things covered elsewhere, but a few are not found elsewhere in the text. It should be standard operating procedure for raters to review these guidelines as they are about to set out.

Clarifying the structure between the assessors and the assessed

In order to conduct a valid assessment of even one component of a service, it is virtually essential to have total access to any part or aspect of the system as a whole. For this reason and others, it is impossible to do a complete and valid PASS assessment without cooperation from the policy level of an agency, or in the absence of policy information.

Therefore, an understanding should be reached with the service to be assessed that raters may review all records; interview all staff, clients, and board members; inspect all aspects of all sites at any time; etc. In some contexts, this may mean that all agency employees must be notified of the assessment, and the raters may have to be provided with official written authorization to inspect services at any hour of the day or night, and repeatedly if need be. In Appendix B, one possible form letter is provided as a model particularly suitable for instances in which a funding source or governmental regulatory body is conducting or commissioning an assessment of an agency service.

It is important to recognize that even under the most favorable structures, staff of services that are being assessed will be under considerable stress and anxiety. They know that they are 'on stage', that much may be at stake, etc. Even if they had fully intended to be as open and non-defensive as possible, at least some of the questions which a good rater will ask will stir up emotions and arouse anxieties. The situation can be compared to that of an immaculate housekeeper who knows that another immaculate and very observant and critical housekeeper is coming to stay as a houseguest. However, circumstances will not always be favorable, and therefore it is useful to differentiate among some of the major structures likely to prevail during an assessment.

At the one extreme, an agency may have actively elicited an external evaluation as part of a deeply internalized desire to be oriented to change and improvement. Particularly if the agency is of good quality and the staff have high morale, the raters' task will be relatively pleasant and easy. At the negative extreme, assessment may have been forced upon an unwilling agency. For instance, an agency dependent on grants, outside funds, subsidies, etc., may be required by a potential funder to submit to evaluation, and the allocation of funds may be contingent upon the outcome of this assessment. It is in such cases where the raters must be the most alert to efforts to deceive them, to 'Russian villages' being erected, etc.

In yet other — and perhaps most — instances, the atmosphere will fall somewhere between these two extremes. For instance, the agency may be in trouble, wants to improve, but is frightened and unsure. Even though it may have elicited the outside assessment, it may be ambivalent about it, and staff may be divided in regard to their preparedness to cooperate.

Another intermediate situation exists where the governing board of an agency arranges the assessment over the objections or reservations of the staff (or at least the executive director). Great delicacies may be involved, especially if the board may intend to use the results of the assessment in order to make major policy or personnel changes.

Regardless of structure, and even under the most favorable circumstances where there is no conscious intent to deceive, staff will often be inclined to put their best rather than worst foot forward, and raters should be sharp to ascertain not merely what the optimal conditions may be, but what constitutes typical, routine, everyday reality and procedures in the service.

Raters must also be aware of their own inhibitions. Knowing that the process of assessment and evaluation must always be expected to be a bit painful to those being assessed, it will be equally painful to most raters to have to ask probing questions which often may (and must) border on the aggressive and/or indelicate. A good example of the latter might be a line of inquiry which determines the proportion of staff members who themselves show evidence of deviancy.

In order to best manage all conceivable delicacies and problems — such as those just reviewed, as well as others — raters should be meticulous during the process of evaluation to maintain an objective, somewhat aloof, and pehaps even inscrutable attitude and exterior so as not to jeopardize the flow of data and communication to them. Generally, they should abstain from providing approving or censoring comments, interpretations, or other feedback to their data sources, reserving such evaluative feedback to either their written reports, and/or to feedback sessions with the representatives of the service being evaluated, after the conclusion of the assessment process.

Raters should also be sensitive to their role as ambassadors of the land of Change and Adaptation. They should introduce themselves (and do so repeatedly when new figures enter their presence), be courteous and correct, and clean up any 'messes' they create, as when lunching at a site, using a conference room there, etc.

At some sites it will be necessary to explain, and perhaps underline repeatedly, the usually very high level of sophistication of the raters. Some hosts are apt to waste time by going over rather elementary material, perhaps because they do not recognize the commonness of what may appear to them to be very special and unique. Here, it may help the host to be explained the identity of each rater.

However, should raters feel that the entire information flow is somewhat flawed, that they are being fed irrelevant information, that their available time is being wasted, etc., it is up to the team and particularly its coordinator to become increasingly direct in bringing this to the attention of the guides and contacts, in part to help them to understand what constitutes relevant information, and in part to determine whether the miscommunication is part of a deliberate effort to conceal reality or to deceive the raters.

Utilizers of PASS should keep in mind that PASS does not assess every conceivable aspect and feature of a service. Thus, in assessing a service, it is generally useful to collect data beyond what may be narrowly necessary in order to arrive at accurate PASS ratings. This is especially important where an exhaustive report to the agency is planned, and where issues and recommendations may be at stake which go beyond PASS. For instance, the rating team may very well want to make recommendations in regard to courses of action which have a bearing on social policy, or on priorities in service system planning, but which in no way affect the PASS score itself. In fact, agencies quite often request PASS assessments with exactly this goal in mind, hoping to receive a global assessment of which the PASS score and its concomitant interpretation is merely a major part.

Constituting an assessment team

Competency of raters

In deciding the composition of a rating team for a specific assessment, the first question which is apt to occur is the one of whether competent rating talent is available. This issue is discussed in the sections on 'Desirable rater characteristics' and 'The training of raters and trainers'. However, as discussed there and below, aside from general competencies, at least one member of the team should have high specific competency in the service being assessed.

Designating team leadership

One recommended early step is that a coordinator ('team leader') and an assistant team leader be designated for each team of raters, and that the team leaders be in charge of certain arrangements and dispositions, the pacing of the group, etc. Their functions will be referred to repeatedly, and are discussed in great detail in the section of 'The training of raters and trainers'. Much of what is said there about team leadership can be translated to team leadership in assessments which are not primarily of a training nature.

Size of rating team

The second question that will probably be asked is how large the rating team should be. It is our belief that a single rater can perform an adequate task if he is properly trained, experienced, and competent in PASS assessments; if he has adequate competency in regard to the type of service to be assessed; and if he takes enough time to sample and assess the necessary evidence. However, it is usually desirable and advantageous to utilize several raters, for a number of reasons.

1 Other things being equal, multiple raters are often able to sample a wider range of evidence.

2 Even within the same range of evidence, some raters may make some valid observations that might have been missed by others.

3 Particularly where a large service system is to be assessed, multiple raters can perform the task faster by splitting up and examining different aspects of the system.

4 Inter-rater reliability research can only be conducted where at least two raters make up a team.

5 An assessment conducted by several raters is apt to have higher credibility than one conducted by a single rater.

Disadvantages of the multi-rater team include the following:

1 Assessment by multiple raters is more costly since it requires much more manpower.

2 Such assessments are often more unwieldy, and particularly the interviews with agency personnel may be a bit more fractionated.

If it is decided that more than one rater is needed, then the question as to the precise number of raters will arise. One principle to apply is that the more skilled, experienced, and objective the raters are, the fewer are needed. Where most raters are still novices or journeymen, a larger number is to be preferred.

A second principle is that the assessment team should never be so large as to become unwieldy, difficult to transport about, or likely to lose its compactness during site visits. For instance, larger groups tend to scatter more readily, and therefore some of the information emitted by various guides may not register with all team members. A maximal proposed size is therefore two standard-sized cars-full of raters, i.e. no more than twelve.

Thirdly, in order to be able to resolve controversial questions during the consolidation and reconciliation of scoring differences, it is desirable to have an odd number of raters. However, where raters work smoothly with each other and are able to reconcile their differences through compromise rather than majority vote, an even number is equally acceptable.

Matching raters to specific missions

Another major issue in selecting raters is the matching of a particular rater to a particular assessment task, and balancing the team as a whole. Thus, if a vocational service is to be rated, at least one rater should have reasonable competence and hopefully even expertise in this area. The same, of course, applies to assessments of other types of services. Often it suffices if there is one specialist on a team who knows the particular service area or category under assessment fairly well. The other team members need merely be knowledgeable about human service in a more general way. Particularly in a service system with a number of components which are quite different in nature (e.g. a child development program, a work training and sheltered work component, and a residence), it is almost inherently impossible for all raters to be expert in all areas, and a generalist human service sophistication together with expertise in at least one of the areas under assessment by at least one team member should be fully sufficient for adequate assessment purposes. Our tentative conclusion is that rating of residential services requires relatively least specific expertise, followed by some educational services, with certain other services requiring very extensive expertise.

Raters who have a conflict of interest in regard to the service being assessed should generally be excluded, or included only as observers and consultants to the team.

Rater 'identity'

In some instances, a rater can utilize his very identity (as a senior worker, a junior trainee, a young person, a mature or aged person, a male or female, minority group member, etc.) as a medium for relating to another person (client, agency staff member, public citizen, etc.) for the purpose of evidence elicitation. For instance, a young rater may be able to quickly establish a relationship with a young staff member of the site being assessed, and to obtain information that might otherwise not have been forthcoming. Therefore, it is often useful to have a team in which varied identities are represented.

Utilization of rating missions as training exercises

A final strong recommendation relevant to the composition of rating teams is to utilize every rating mission to the fullest degree possible as a training exercise toward the creation of additional raters. Thus, every effort should be made to include at least one previously inexperienced rater on every team, so as to provide him with a practice exercise. However, while observations of novice members should certainly be given due consideration in the consolidation and conciliation of scores, novice raters usually make so many errors that they should not participate in any decisive voting.

Planning and conducting the assessment

In planning an evaluation, certain steps should be taken to maximize the probability that the assessment is not merely as valid as possible, but also maximally efficient. Thus, any measures should be considered and explored which permit more rapid assessments, or which make the assessments less stressful upon the raters. A number of relevant measures to this effect are discussed.

Getting resources together

The coordinator or some other person who is making the arrangements for an assessment should ascertain that the raters receive, well in advance of a site visit, all the documentation necessary or useful to raters for PASS assessments. Table 5 contains a list of possible resources and documents useful to raters of PASS and FUNDET, and Table 6 lists additional information desirable for FUNDET specifically. A copy of the relevant table(s) should be sent to the agency that is to be assessed, requesting them to compile as much of this and related material as possible, and to forward one set to (or for) each rater. If the agency can only furnish a single set of materials, additional ones must be copied by the persons making the arrangments. It will be additionally desirable in many instances to have available data on population and client distributions, and a map or at least sketch of the entire region, city, etc. This is particularly important where a number of sites are involved, and where the location of services, distribution pattern of service sites and/or client population, etc., is not an obvious one.

Table 5 overleaf

TABLE 5

Documentary materials which reflect agency operations, and which are generally useful to PASS/FUNDET raters

A **Examples of printed materials which are desirable for raters' portfolios**

Miscellaneous	Reports	Forms
Maps & charts of service area & its characteristics	Annual	Personnel rating
Policy statements	Planning	Client assessment
Program descriptions	Past evaluations	Client feedback
Operating manuals		Client record
Program listings, client characteristics (especially age breakdowns & previous institutionalization), etc.		
Budget details & funding sources		
Contracts, operations & agreements		
Organizational charts		
Job descriptions		
Advisory structures		
Personnel manual		
In-service training materials		
Architectural plans, especially for proposed facilities		
Curricula (in case of developmental services)		
Schedules of activities, daily & otherwise		
Recent newsletters		
News clippings		
News releases, scripts or advertisements		
Staff publications		

B **Non-printed materials to which attention might be drawn**

Films

Videotapes

Slides

Recordings

TABLE 6

Type of information and documents especially useful for FUNDET ratings, in addition to those specified for PASS

A Data regarding the service region

1. Nature and size of other health; social, etc., services
2. Unserviced potential clientele
3. Relative rates of poverty, persons receiving public assistance, unemployment, etc.

B Documentation, evidence, facts, etc., related to funds or funding sources

1. Extent and duration of agency financial sources: contracts, agreements, grants, subsidies, matching monies, ear-marked mill levies, donations, earnings, etc.
2. Restrictions on fund utilization imposed by funders and circumstances
3. Standards and policies of funding sources
4. Past budgets and actual expenditure records
5. Alternate sources of support explored
6. Past community or civic activities indicating atmosphere of potential (alternative?) support

Two documents particularly useful in helping raters plan and steer their way through the site visit is a complete list of at least the senior personnel (with names and titles), and a schedule of the daily activities of the service. The latter may be especially helpful if not crucial where several sites are involved, and where there is a great deal of movement of people, groups, staff, etc., across space (classrooms, therapy areas, residences, etc.). Lack of such a schedule may result in the raters' failing to see some important activity.

In terms of equipment and supplies needed in the field, raters will find out that they will have to make constant reference to the *Field Manual,* so that each rater absolutely must have his own copy.

The raters will also find that they will need to take copious notes of their observations while in the field. Unless a person has a truly photographic memory, he will be unable to remember, and later put into order in his mind, the evidence which he collects unless he can refer to these written notes. Additionally, raters will often assess different agencies or several components of an agency in close succession. In either case, it is difficult to recall just which detail was observed in which agency or agency sub-system unless one can refer back to one's notes. The notes should be filed for long-term retention, together with other material pertaining to the assessment. They can become a valuable resource in later justifying and explaining a certain rating, or in forming the basis for consultancy and improvement in the service system. If a rater returns for a re-assessment some months or even years later, these notes can become further useful as a valuable base for formulating lines of inquiry and comparison, far beyond the ability of the earlier level ratings or numerical scores of the service to do so.

Since the space provided on the checklist is inadequate for the amount of necessary note-taking, raters will need a large amount of note paper. In order to write these notes, a hard writing surface is very desirable. Since it is additionally desirable to have other needed materials close at hand, some kind of hard-cover three-ring tri-wing binder-clipboard is of great advantage in accommodating the manual, the checklists, the paper for the notes, and often the maps, personnel lists, agency organizational charts and other documentary materials which relate to the service being assessed, and to which frequent reference may have to be made. To accommodate all these materials in a binder, raters may find it convenient to purchase certain inserts (which are available for three-ring binders) which provide sturdy pockets for such materials.

Since observations relevant to any rating may occur at any time, a vast amount of notes have to be taken in which observations relevant to a specific rating may occur almost at random. This means that in judging the level of a specific rating, a tremendous amount of work has to be accomplished in pulling all the scattered observation notes together. It is therefore recommended that raters develop a notebook which has a tab for each rating, and that they enter observations relevant to a specific rating on notepaper within that particular module. This may mean a lot of leafing back and forth during the recording process, but usually will vastly increase a rater's ability to render an accurate rating, and to know when he has a sufficient amount of material. Furthermore, this method of recording will vastly increase the ease of writing a report later on.

Other general reflections and structures

It goes virtually without saying that in addition to reviewing the documentary evidence provided to them, the raters should meditate deeply on this material, and attempt to get as global a picture as possible of the service to be assessed, and a feeling for the many intangibles which often emerge from documentation about a service one has not inspected first-hand. Based on this meditation, the raters should attempt to formulate in their minds what the major and especially the atypical evaluative issues are apt to be, what additional information should be probed and collected upon interview and/or site visit, etc. In some instances, adequate preparation may very well involve an entire day's reading, study, thinking, construction of lists of questions, etc.

The efficiency and accuracy of an assessment can be greatly enhanced where the agency cooperates fully with the raters, and where agency staff prepares as thoroughly for the evaluation as raters are expected to do. Typically, this means that those who are in charge of arranging the assessment, and/or the coordinator of the rating team, should make every reasonable effort that at least the key staff and at least the participating governing board members (if any) of the agency which is to be assessed have familiarized themselves thoroughly with normalization principles and PASS, have collated and transmitted to the rating team as much documentary evidence as possible, and are oriented to proceed along a systematic path of review and exploration that proceeds from the general, large, and systemic aspects of the service to the more detailed ones, following the sequence suggested in Table 7.

TABLE 7

A proposed sequence of inquiry and investigation to be followed in the PASS-FUNDET assessment of a service system, proceeding from general and systemic to specific elements (FUNDET ratings are in parentheses, and not numbered)

Sequence number	Rating number	A Initial interview emphasis
1	R111211	Program, facility, & location names
2	*R111112	Regional proximity
3	R142	Age group priorities
4	R141	Deinstitutionalization
	(R343	Geo-demographic hardship)
5	R2211	Administrative control & structures
6	R2221	Financial documentation—extent
	(R32	Funding exploration)
	(R31	Continuation of funding)
7	R121	Comprehensiveness
	(R35	Non-duplication—newness)
	(R36	Service utilization enhancement)
8	R122	Utilization of generic resources
9	R131	Ties to academia
10	R132	Research climate
11	R211	Staff development
12	R212	Manpower development
13	R2212	Planning process
14	R2213	Program evaluation & renewal mechanisms
15	R123	Consumer & public participation
16	R124	Education of the public
17	*R111111	Local proximity
18	*R11112	Access
19	R111214	Deviancy program juxtaposition
20	R11114	Congregation, & assimilation potential

Sequence number	Rating number	B Tour and site inspection emphasis, and post-tour interview or inference emphasis
21	*R111131	Physical resources
22	*R1112122	Building-neighborhood harmony
23	R111132	Program-neighborhood harmony
24	*R1112121	Function congruity image
25	*R1152	Environmental beauty
26	*R1151	Physical comfort
27	*R11211	Age-appropriate facilities, environmental design & appointments
28	R11221	Culture-appropriate internal design & appointments
29	*R1141	Physical overprotection
30	R11222	Culture-appropriate personal appearance
31	R11212	Age-appropriate personal appearance
32	R11213	Age-appropriate activities, routines & rhythms
33	R11223	Culture-appropriate activities, routines & rhythms
34	R111222	Socially integrative social activities
35	R11215	Age-appropriate autonomy & rights
36	R11225	Culture-appropriate rights
37	R1142	Social overprotection
38	R11224	Culture-appropriate labels & forms of address
39	R11214	Age-appropriate labels & forms of address
40	R11216	Age-appropriate possessions
41	R11217	Age-appropriate sex behavior
42	R1112212	Deviant client & other juxtaposition
43	R1112211	Deviant staff juxtaposition
44	R111213	Deviancy image juxtaposition
45	R1153	Individualization
46	R1154	Interactions
47	R1143	Intensity of relevant programming
48	R113	Model coherency
49	R125	Innovativeness
	(R3422	Socio-ecologic hardship—impact)
	(R3421	Socio-ecologic hardship—effort)
50	R2222	Budget economy
	(R372	Program appropriateness)
	(R371	Client appropriateness)
	(R33	Financial documentation—accuracy)
	(R341	Financial need)
	(R373	Consistency with funder policies & standards)

One dilemma has to be faced and resolved for every assessment. On the one hand, it is desirable that all raters be exposed to identical experiences so that in effect, they will be responding to the same stimuli in arriving at their judgments. This is particularly important if any research on inter-rater reliability is to be conducted. On the other hand, a larger amount and wider range of evidence can be collected if raters split up on at least some occasions, and examine different aspects of a service.

How this dilemma is to be resolved must be decided early in the course of structuring an assessment. In instances where no inter-rater reliability research is to be conducted, or where it is unlikely that the available evidence might be included later in such research, a very flexible structure can be adopted. By associating with a variety of guides, by taking in a wider range of experiences separately, and by conducting a larger quantity of observation separately, raters can collect much more evidence than would be possible jointly.

Similarly, the issue of whether raters should consult intensively with each other during the site visit and/or while making their ratings, or whether they should maintain maximum independence from each other needs to be settled. There can be little doubt that consultation among raters will result in more reliable and probably also more valid ratings, insofar as less advanced raters will usually recognize the validity of the observations or interpretations of more advanced ones. Furthermore, even an experienced rater may miss a point which, however, might be picked up by a colleague, and which the experienced person is apt to acknowledge as valid once it is drawn to his attention. On the other hand, consultation may bias new raters or those who do not have strong personalities, and certainly prevents the conduct of reliability research.

Whichever structure is chosen, it should be chosen consciously, and the team leader and the other raters should get together prior to the assessment and agree upon the details of their approach. Where it is impossible to get together physically, the structure should be clearly defined in written communications distributed to all the raters.

After all the necessary data have been collected, and the raters have made their ratings, it is essential to come up with a single level for each rating. This can be accomplished either by the consultative process mentioned above; or, where consultation has been rejected, by a joint session during which all the observations are pooled and discussed rating by rating, where discrepancies in judgments are worked out ('conciliated'), and where a unified score is derived. If at all possible, it is desirable to conduct this conciliation or consolidation session in the field and on site, so that issues which are particularly problematic can be cleared up by another look, another interview, another inspection, etc., on the spot. This procedure is much preferable to alternatives suggested in previous PASS editions, such as averaging the scores of all raters in order to arrive at a single score per rating, or using the median or modal score of the raters.

The relative sequencing of events during a site visit

If site visits are to be conducted—as would be the case in virtually every assessment except one involving a proposed (non-existing) service—the structure suggested below has been found to be advisable.

1 The first time module consists of the physical approach to a site. Thus, as part of their orientation to a particular service site, raters are advised to take a short drive around the facility and through the neighborhood. One technique that has been found useful on a number of occasions is to ask a citizen near a practicum site for directions on how to get there, and to engage him in conversation about the service. An interchange of this nature can often be utilized to elicit a great deal of information about how the facility is perceived and interpreted by citizens in the neighborhood, by what name (or epithet) it may be known by the public, what activities the clients have been seen in, how they are perceived, etc. As the service site or building is approached, raters observe the context, building appearance, type of neighborhood, the presence of other services, the transportation amenities, the resources which might offer socially integrative opportunities, etc.

2 The second time module of the visit, which might occupy as much as half a day, should be devoted to an overview of the entire service system. This overview should be conducted by senior personnel of that system, such as its executive director, chief planning and training officers, and other senior officials. Where a service has both an executive officer and a governing board, it is highly desirable that at least one knowledgeable board member (optimally, the chairman or president) also be present, because staff and board views and functions are quite different, and it is desirable to observe agreements and disagreements, staff functions in the light of policy opinions, etc.

Among other people whom PASS raters might wish to interview (though perhaps at another point in the sequence) are past or present consultants to the service agency. They are often more objective than agency staff, and can provide perspective to the situation or furnish facts which agency staff may have been inclined to withhold. Additional potential sources are past clients, families of clients, past employees, staff of other agencies, and especially members of consumer organizations.

At the overview session, the history and background of the service can be reviewed, the structure of the agency can be explained, its philosophy can be expounded, and the documentation previously provided to the raters can be further explained. Where such documentation has covered this overview adequately, the remaining questions on the minds of the raters can be answered. Also at this session, but subject to the initiative of the PASS team leader, agency personnel familiar with PASS may analyze the service system in the light of the PASS ratings, and provide information which they know to be relevant to the raters' task. This type of analysis would be particularly efficient and time-conserving in the case of those ratings which can be assessed with a high degree of validity without site visits, such as those having to do with comprehensiveness, program and facility labels, adequacy of financial data, etc., as indicated in Table 8.

3 After this introductory overview, the raters should proceed to visit the specific service site or sites. In each instance in which more than one site must be reviewed, an additional but much briefer overview to that particular site and service component should be conducted at the facility or site itself, and by the senior personnel associated with it.

4 After this secondary overview, the actual site tour and inspection would take place. This might include the following.

a A thorough inspection of the physical facility and the program materials.

b Close observation of clients and staff, and the interaction among them and the public.

c Interviews with any of the above, and perhaps even with members of the public who reside, work, recreate, or otherwise function close by or may hold relevant knowledge, attitudes, or perceptions.

Raters should be alert for and, if possible, secure possession of any further relevant documentation which they may encounter, such as pamphlets; brochures; client report, record, or rating forms; staff-oriented forms; newsletters; etc. It is very common to find that the documentary material provided to raters prior to the site visits is by no means complete.

continued on page 46

TABLE 8

PASS ratings which may be assessed 'at a distance', versus those which depend heavily on site visits

Ratings potentially assessable at a distance		Ratings most apt to require site visits		Intermediate ratings	
*R11112	Access	R111132	Program-neighborhood harmony	*R111111	Local proximity
*R111131	Physical resources	*R1112121	Function congruity image	*R111112	Regional proximity
R11114	Congregation, & assimilation potential	*R1112122	Building-neighborhood harmony	R11215	Age-appropriate autonomy & rights
R111211	Program, facility, & location names	R111213	Deviancy image juxtaposition	R11225	Culture-appropriate rights
R111214	Deviancy program juxtaposition	R1112211	Deviant staff juxtaposition	R1142	Social overprotection
R111222	Socially integrative social activities	R1112212	Deviant client & other juxtaposition	R125	Innovativeness
R11217	Age-appropriate sex behavior	*R11211	Age-appropriate facilities, environmental design and appointments		
R121	Comprehensiveness	R11212	Age-appropriate personal appearance		
R122	Utilization of generic resources	R11213	Age-appropriate activities, routines & rhythms		
R123	Consumer & public participation	R11214	Age-appropriate labels & forms of address		
R124	Education of the public	R11216	Age-appropriate possessions		
R131	Ties to academia	R11221	Culture-appropriate internal design and appointments		
R132	Research climate	R11222	Culture-appropriate personal appearance		
R141	Deinstitutionalization	R11223	Culture-appropriate activities, routines & rhythms		
R142	Age group priorities	R11224	Culture-appropriate labels & forms of address		
R211	Staff development	R113	Model coherency		
R212	Manpower development	*R1141	Physical overprotection		
R2211	Administrative control & structures	R1143	Intensity of relevant programming		
R2212	Planning process	*R1151	Physical comfort		
R2213	Program evaluation & renewal mechanisms	*R1152	Environmental beauty		
R2221	Financial documentation—extent	R1153	Individualization		
		R1154	Interactions		
		R2222	Budget economy		

5 At the conclusion of the tour, the raters and the senior personnel responsible for the sub-system or service component should get together once more, providing a final opportunity to resolve additional questions which the inspection may have raised in the raters' minds regarding that particular site or sub-service. Where site visiting is done on a sampling basis (i.e. where not all of the sub-components of a system that is being assessed globally are visited in person), the raters should make reasonably certain that they possess the necessary information to render judgments which would arrive at a fair overall assessment of the system as a whole or at least of components related to the ones they inspected.

6 After all the site visits have been conducted, there should be a final opportunity for the raters to get together with the senior personnel (as mentioned in (1) above) of the entire system, so as to resolve any questions that might remain. Thereafter, the raters would presumably have marked all their ratings on the relevant checklists. Of course, they will hold on to their documents and copious raw notes in order to be able to write up their impressions, recommendations, etc.

The sequence sketched above is merely recommended. Other sequences have been used, but often, there is a trade-off of benefits among them.

Sequence and process of evidence review in the assessment process

A proposed sequence for collecting evidence about the service under assessment

A person attempting to study and 'learn' PASS and FUNDET should read and study material in the handbook and field manual in the order in which it is printed. However, PASS users—and especially raters—should be aware that the ratings are by no means arranged in the order in which they are optimally explored with various informants in the field. The PASS elements are arranged in a certain ideological sequence which was determined in good part by considerations which had to do with the employment of PASS as a teaching tool, rather than as an assessment instrument exclusively. For instance, it is much more logical and likely that governance, administrative and funding aspects, and other structural-administrative aspects of a service, would be explored well before ideological elements are covered. In consequence, raters must approach the analysis of a specific service system in a certain sequence which is quite different from the sequence in which the elements are arranged in most of the tables in the handbook, field manual, checklists, and score sheets.

Specifically, with some exceptions, the most logical order to approach a service system during assessment is to explore it first in regard to its most global aspects, and to proceed gradually to more specific ones. Thus, one would want to know first such things as what geographic area a service covers, whom the agency serves, where the service sites are located, how the entire system is governed and financed, etc.

In order to make the raters' task easier, Table 7 has been constructed which lists all PASS and FUNDET elements in the sequence in which they might be most profitably explored. This proposed sequence will greatly facilitate the elicitation and digestion of evidentiary material by the raters. In the first (left) column of Table 7, the 50 PASS ratings have been numbered in the order in which they are listed, but so as to avoid confusing PASS users who are not concerned with FUNDET ratings, the 12 FUNDET ratings are not numbered, and are placed in parentheses. The second column of Table 7 also lists the rating number, so that a rater out in the field can conduct his inquiry by cross-referring among Table 7, his checklist, and the manual.

Raters should not cling too rigidly to the proposed order. Rather than following an invariable format in which informants are asked all questions pertaining to the first rating, then all questions pertaining to the second, and so on, informants should be given considerable leeway, and their leads should be followed up in a natural evolution during the interview, much as would be the case in a clinical interview in social work, mental health, etc. Especially where a respondent touches upon material which might be lost if not immediately pursued, raters should follow up vigorously with relevant lines of questioning. The raters can always come back later to a more natural sequence of inquiry, or circle back repeatedly to a particular issue or rating.

Regardless of circumstance, raters must take careful notes so as to be able to enter a large number of judgments on the checklist all at once at the end of a site visit. In other words, there may be long and intensive periods of data collection with very little definitive assignment of levels, followed by a period in which a large number of definitive ratings are made all at once.

Evidence which can be collected 'at a distance'

In any assessment scheme such as PASS and FUNDET, a very basic question is to what degree assessment must rely on site visits, and to what degree the necessary judgments can be based on documentation provided by the agency, upon interviews with agency-connected personnel, etc. This is an issue which would render itself into researchable questions and projects, but in the absence of such research, we feel very strongly that a great many ratings can be made with some confidence without actual site visits, or that the site visits will make only modest contributions toward the formation of some judgments. Of course, there will always be exceptions to this rule, particularly where an agency is being assessed which deliberately attempts to mislead raters, or in which a high proportion of senior staff are very strongly subject to highly unconscious distortions and irrationalities.

In order to facilitate the task of raters further, Table 8 has been constructed which divides all ratings into three categories.

1 Ratings which can be assessed 'at a distance' i.e. those which can be assessed with some confidence on the basis of documentation and staff interviewing.

2 Ratings in which site visits are likely to play a major role in forming final judgments. By site visits is meant here the actual inspection of the physical facilities and/or locations where service is rendered, seeing clients in the process of being served, possibly interviewing clients and their representatives, observing staff in the process of direct service to clients, possibly interviewing staff, etc.

3 Ratings which fall somewhat in between these two categories.

It is obvious upon examination of Table 8 that almost all administration ratings can be assessed with considerable confidence at a distance. In contrast, the column of ratings which definitely require a site visit is almost entirely filled with ideological ratings.

Fortunately, it happens that Table 7 sequences the rating elements in such a fashion that most of the PASS ratings which are more apt to be assessible 'at a distance' (which are less apt to require on-site inspection) are reviewed first. One of the exceptions is the rating of R2222 'Budget economy' at the end of the inquiry sequence, since one cannot judge on this issue until one has thoroughly assessed an entire service.

The entire issue of distant versus proximate rating is relevant primarily to PASS. FUNDET was so designed as to be even more readily applicable to proposed than to actual services, and therefore the FUNDET assessment is much easier to conduct at a distance. However, distant FUNDET assessment could benefit in most instances from meetings of raters with senior agency personnel, since a judgment of veracity, realism, and commitment by program personnel is a relevant concern to the FUNDET raters. Some additional validity may be gained through site visits in those cases where sites actually exist.

Evidence which is likely to affect all components of a service system

There are some ratings which can or even must be assessed on the level of the entire service system as a whole, and which have a very high likelihood of affecting the quality of each service component. For instance, R2211 'Administrative control & structures' and R2212 'Planning process' are very difficult to assess on the component level alone, and must be assessed virtually on the level of the total system. Once assessed on this level, they will probably affect all components substantially and perhaps even identically.

If a feature is so pervasive in a service system as to result in all components of the system receiving the same score on a particular rating, then this rating (and feature) can be called 'systemic'. For example, if a service system has the following three components: an assessment center, a sheltered workshop, and a day school; and if the top administrative attitude is so hostile toward ties with academia as to prevent virtually any student teaching, joint appointments, university consultancies etc., then all three components of the system would probably receive a Level 1 rating on R131 'Ties to academia', and this rating is therefore 'systemic'.

Whether a rating is systemic can often be determined early during the assessment of a service system. Thus, even in a system with a large number of highly dispersed components, the research climate (R132), culture-appropriate labels and forms of address (R11224), and many other practices, characteristics, and ideologies may be remarkably uniform. Once it appears that a feature is systemic, it may not need to be pursued in depth when a specific site or component is assessed. All that may be required is quick confirmation of the presence of the feature, rather than its painstaking determination and validation.

The reader may note from Table 8 that the ratings which can be assessed at a distance also include the ones which are more apt to be of system-wide relevance. This provides yet one more rationale for covering ratings with a high likelihood of systemic relevance early during the sequence of inquiry, prior to those elements which are more specific to certain service sub-components, and which are more apt to require close-up site visits in order to be rated with maximal probability of validity. As Table 7 shows, such potentially systemic elements have in fact been clustered near the top of the list.

Once the systemic scores of an agency have been determined, a rater (or secretary) can copy (transfer) these constants onto the respective scoring sheets for all of the other agency components which are to be assessed separately.

The process of observation at a service site

Below follow a few guidelines relevant to on-site observation for PASS purposes. More general discussion on observing was contained in a previous section.

An important principle in human service observation is that it is not merely the routine service process in prolonged structured sessions (the teaching and learning during regular hours in a child development center, the work and training conducted in a vocational setting, etc.) which is of interest, but that any occasion during which there is a discontinuity in the service structure or schedule can be an occasion for revealing a great deal about the service, its hidden ideologies and unconscious practices, etc. Examples of such moments of discontinuity include at least the three following situations.

1 One good time for the assessment team to be on the scene is prior to the start of the service day. In a residential setting, this may mean prior to rising; in a non-residential setting, this may mean prior to the opening of the service and the arrival of clients, and perhaps even prior to the arrival of staff. Much can be observed on such occasions which otherwise escapes notice, but which may have deep meaning and reflect profoundly upon staff ideology, agency policy, etc.

2 A second important occasion is mealtime. A great deal can be observed here in regard to relationship between staff and clients, the social and behavioral structure that prevails and/or is imposed, movement of clients, etc.

3 Finally, much as the start of the service day is of great importance, so is its end. Of great interest may be how clients issue forth from the site, how they convey themselves to their homes and other locations, etc. In a day-setting for children or handicapped adults, observation of the transportation arrangements can be of considerable interest. In a residential setting, the time between the evening meal and the retirement of clients can be very revealing.

Since occasions of discontinuity may be far apart temporally, it may be desirable to visit a site repeatedly at different times and, if possible, also unexpectedly.

On site, toilets, rest areas, lounges, and similar space should be examined carefully, both to determine the degree of amenities, comfort, cleanliness, etc., and also to ascertain to what degree such space is shared by clients and staff, and to what degree staff/client distinctions are made or accentuated.

At the site, each rater should make it a habit to pull at least one case record at random and examine it. During training assessments, this can be done while lunching at the site.

In services where dehumanizing patterns may still exist, and particularly in services to the mentally retarded, the aged, and the mentally disordered, raters should be on the alert to determine the presence and usage of confinement and confinement space and equipment, locked areas, etc. In some such services, it is advisable to check even the janitors' closets, (with a request that these be opened if they are locked) in order to ascertain to what use they are being put.

Where vocational services are involved and where raters have reason to believe that the service may attempt to project a better picture of the workflow than is warranted, raters should assess the raw material in storage and the finished products ready to be shipped out, and thereby form a picture of whether or not the work being performed on the floor that day is of a routine nature, or has been specially contrived as a Russian village for the duration of the assessment. Raters should try to get data also on the volume and types of contracts or other work completed in the past year, the percentage of revenues that went to clients, how they are paid, etc.

Sometimes raters deal almost exclusively with one particular service to one particular group of devalued clients (e.g. developmental day centers for retarded children). During PASS training sessions, it has been found that in such cases, a rater may easily lose perspective as to what constitutes a normative analogue of a service to societally valued citizens (e.g. early education programs for non-handicapped children). For this reason it is very desirable that raters occasionally visit and perhaps even rate mainstream analogues of the deviancy services in which they are submerged. Such a comparison is apt to sharpen skill in rating deviancy services—often by raising the rater's expectations and internal norms for such services and clients.

Where a team rater feels that it lacks the necessary specialized competency with certain types of clients, with certain types of services, or with certain ratings, an effort should be made to consult with one or more experts and/or literature sources, with the stipulation that these resources are consistent with the principles of PASS. For instance, where normalization-related ratings are involved, the resources should be those that are relevant to the normalization principle, or deeply committed to it. The same applies to individual raters.

In touring an operational service, raters should be particularly sensitive to those observations which might be inclined to bias them one way or the other. For instance, if an impression is gained that the clients are very content and happy, one is somewhat apt to be positively biased on a number of unrelated ratings. By the same token, a single negative observation which is offensive to a rater could color his perception on other unrelated observations and/or ratings.

Raters do not merely receive data to be consolidated in ratings, but they must also judge the veracity of the data, and not merely accept it as a given. Their data elicitation should be such as to leave them strongly convinced that they have a *valid* judgment of the service being assessed.

Assignment of ratings, and problems of scoring

In this section, a number of principles and guidelines will be offered which will assist the rater in his judgments and scoring.

Some general guidelines

As mentioned elsewhere, the raters will decide, from written program proposals and documentations, site visits, interviews, etc., which level to assign for each rating, and they will record their jugments on checklists. Where several components of a system are to be rated, raters are advised to use a checklist for each component, so as to minimize the probability of confusion. At the top of each checklist, the name of the respective component that is being checked off should be recorded. As soon as it has been determined that the level for a particular rating is 'systemic' (as explained elsewhere), the rater should check the same level on all his other checklists for that agency.

Eventually, the conciliated levels need to be transferred from the team leader's checklist(s) to scoring sheet(s), which is a clerical task. Scoring sheets which have been designed to permit easy determination of facility and PASS-FUND scores are available from the National Institute on Mental Retardation and other authorized distributors. As mentioned elsewhere, checklist sheets should also be ordered and used separately.

Behind the names of ratings in Table 2 (and the score sheets), the weights for the levels are listed for each rating, in ascending order from the lowest to the highest. The person who translates the rater's checkmarks from the checklist to the score sheets should circle the weight earned by each rating. In order to distinguish ratings from other elements, an 'R' has been placed before those element numbers which are ratings.

On the score sheet, boxes are provided into which should be entered the sum of all the scores earned by the components of the respective elements involved. (For contrast purposes, the minimum and maxiumum possible scores are printed to the left of each box.) Scores for ratings are then to be added, going upward in the hierarchy of elements, until every blank has been filled. The score sheet for PASS is so designed (by means of lines, line-ups, and direction of print) that by visually 'edging' the sheet, those scores from side 1 and side 2 which must be added together are found aligned, and can thus be readily summated. At the price of only a slight redundancy, this arrangement permits a rapid summing and visual scanning of the patterning of scores.

The designation 'Master Score Sheet' on the form should be used for the conciliated scores of an entire team on a specific service component. The score sheets are so designed that they can be used not only to record the scores of each service project being assessed, but can also serve as the master agency summary score sheet for averaging weighted scores across projects in those instances where an entire agency is rated that operates a number of projects (as discussed elsewhere). However, as also mentioned elsewhere, once out on a rating assignment in the field, a rater should utilize only the checklists and the rating instructions and guidelines, and should not refer to the score sheets since this might engender a rater bias.

Rating of service proposals

In the section on 'Purposes of PASS', the rating of proposals, primarily for funding purposes was discussed on the level of principle. Here, specific guidelines will be provided. To evaluate for funding, both PASS and FUNDET might be utilized. Prior to evaluating a proposed project in such instances, raters must obtain not only information such as listed in Table 6, but also documentation such as listed in Table 5. In addition, raters need to establish with the funder source any priorities which may exist for clientele served.

In-depth interviews with proposed project personnel are a major source of needed information. Many attitudes, proposed practices, and policies can be ascertained, as well as inconsistencies between written promises, verbal explanations, and conscious and unconscious intentions. Interviews are often also desirable with related funding, contractual, and support service agency personnel.

However, it is even more important for FUNDET than for PASS that raters do the following.

1 Be able to dissect a proposed budget in light of realistic initial start-up cost, and costs which are reasonable to achieve stated objectives.

2 Interview as many members of the board of directors as possible. Often, board members are more familiar with what is actually to happen than with the written proposal.

3 Be able to generalize and infer attitudes and probable future practices from existing services. Site visits to currently operating programs of the body submitting the proposal can be a solid base for making valid inferences regarding ideology, policies, and practices.

4 Interview associated agency (local, state or provincial, private) personnel, for information on the requesting agency.

5 Investigate the past track record of the agency in other proposals, contractual arrangements, and grants. Comparisons can be made of stated goals and actual implementation.

If enough information is not available for rating a project proposal, if a rating cannot be judged because of lack of 'visible' evidence, or if there is doubt on the raters' part as to the probability of the program feature under consideration being actualized, then a variation in typical PASS rating procedure should be utilized by assigning a level equivalent to minimal acceptance, i.e. a score of zero. Such a procedure is more apt to render scores of proposed and existing services comparable, since consistently giving proposed projects the benefit of the doubt would in most cases raise their score rather systematically and substantially.

Upon completion of project evaluations, raters will often be asked to make funding recommendations. Whether to assist in such further decision-making for the funder agency is a decision the rater should make based on his own expertise, and not on his role as a rater. Raters should, however, recommend that a PASS-FUND, PASS, or FUNDET cutoff score be established before FUNDET scores are determined.

It is also recommended that along with the allocation of funds, time-lined contingencies be placed on agencies to 1 — live up to stated objectives and methodologies consistent with PASS, 2 — improve areas of inadequacy. Dates should be established for review, an understanding should be reached that funds will be withdrawn if conditions are not met, and a written contract to that effect should be drawn up between the funder and the agency. At least a proportion of the original rating team should be maintained on contract to the funder for follow-up evaluation so as to undercut later potential criticisms of rater variability and discontinuity.

In assessing proposals for non-existing projects, it is not unreasonable for funders to demand that they should score 100 points or more above competing requests for funds from existing projects. By existing projects, we do not necessarily mean old projects, but possibly also new projects which, however, are part of an existing operation or agency, and where an extrapolation from the existing to the proposed can be made relatively easily, in contrast to proposals where little or no such extrapolation is possible. The latter would be the case in instances of projects to be operated by corporations not yet formed, or proposals submitted by bodies which have never engaged in the general type of service for which they are making submission.

The assessment of 'soft' services

Soft services are those which (a) do not provide a primary and direct benefit, but only an indirect and/or secondary one; (b) which involve primarily 'talking' and paper work; (c) would be extremely limited in their impact unless they were at least potentially backed up and supported by, or associated with hard services. Examples include transportation, guidance, counseling, psychotherapy, referral, case registries, coordination, and most types of protective services. Hard services are those which are both (a) direct, (b) have a certain—not easily defined—massiveness to them, and (c) could have a significant impact even if soft services did not exist, which is perhaps one of the most incisive ways of distinguishing between soft and hard services, and (d) could function at least reasonably well in the complete or near-complete absence of soft services. Examples are virtually all residential services except possibly for some short-term ones; and day developmental services, such as kindergartens, schools, sheltered workshops, etc. A visiting nurse would probably be a soft service, but a visiting homemaker would be a hard service.

Citizen advocacy may be either a hard or a soft service depending upon its components. Thus, most of its relationships would be soft services, while adopting a child into one's own home would be a hard service.

Typically soft services are much more difficult to assess than hard ones, and the following guidelines should be applied in assessing them.

1 There may have to be more extensive interviewing of staff.

2 A greater variety of persons (staff, board members, volunteers serving in the agency, advisors and consultants to

the agency, other agencies to which the service agency does or should relate, professionals from other agencies, clients, etc.) may have to be interviewed. Arrangements may have to be made to legitimize a rater's contact with clients, e.g. the agency may have to call clients on the phone and inform them that they may be contacted by raters, either on the phone or in person. Agency workers may have to accompany raters to a client's home to legitimize the entry, but in such instances, it is usually desirable that the agency worker then absent himself so as not to inhibit interaction between rater and clients.

3 More effort may have to be invested in the review of files and case records. Care should be taken to randomize the sampling of case records, and to assemble a wide range of records, such as for both in-patient and out-patient, active and inactive clients, recent and old ones, of both children and adults, and of clients in different components or settings of the agency.

4 The assessment may have to be spaced out over more time, and/or more occasions. For instance, raters may want to sit in on interviews, accompany workers into the field, witness staff meetings, etc.

5 It is usually desirable for the rating team to split up and thereby to cover more of the above ground, and then to collate its findings even prior to conciliation.

6 The above also imply the desirability of having a relatively large rating team.

7 If the service to be assessed is a citizen advocacy service, the following additional guidelines should be observed: in relationships between the citizen advocacy office and (potential) advocates, the (potential) advocates should be viewed as if they were clients; on the other hand, in interactions between the advocates and protégés, the advocates should be viewed as if they were staff.

Soft services are the most apt not to be bound to a building—which will often render a number of ratings irrelevant, primarily those in the facility score category (those with a star in front of their number). In such instances, the rater should employ the prorating scoring method discussed in the scoring section.

Rating problems

Raters must discipline themselves to adhere as much as possible to the guidelines and examples for each rating, as provided in the manual. If these prove ambiguous for a specific rating, the rater should render a judgment as close as possible to the intent of the rationale, and consistent with the general rating and weighting rationales of PASS.

A common error of raters is to read too quickly, and to use the examples of the various levels as reference points, rather than the underlying principles. Thus, it is important that raters reflect prior to each rating on the essential principles involved, and then to consider additionally the principle associated with each level of that rating. There can never be an adequate number of examples, and occasionally, an example may be invalidated by some peculiar project configuration.

If the rater is in doubt as to what level to assign, he should make sure that he thoroughly understands both the content of the level that he is considering as well as the content of the level above and below. He may be assisted in his thinking if he attempts to imagine what the particular service aspect being rated would be like if it were a—somewhat better than the one which he observed, and b—if it were worse. Furthermore, in some instances, (especially where the two highest and the two lowest levels are involved) it even helps to contemplate what vastly superior or optimal, or vastly inferior or poorest, conceivable performance would be like. It also helps to put oneself mentally in the position, role, and status of a client.

Where a rater has arrived at some indication as to the likely level for a particular rating, but where some doubt persists—perhaps due to sparsity of evidence—two principles should be applied in arriving at a final judgment.

1 The probabilistically most valid judgment would be to extrapolate from other things which the rater has observed in the system, such as the attitudes that prevail, the practices encountered in similar or other sub-components of the service agency, etc.

2 If doubt continues to persist, but the rater's choice has come down to choosing between one of two adjacent levels, the higher of the two levels should be assigned, *unless* this happens to be the highest level attainable. The rationale for this decision is two-fold.

a Where the rater does not have strong evidence to document his decision, the decision should be in a direction which is less likely to be challenged. For instance, if evidence is ambiguous and the rater assigns a level which is too low, he will lose credibility with the agency being assessed, even his strongly-supported judgments will be called into question, and his efforts may be wasted. On the other hand, if he assigns a level on the high side to an ambiguous rating, it is less likely that there will be complaints if he is wrong. This rationale is not designed to avoid controversy, but to avoid—at small cost—loss of credibility and impact in any instance where the rater cannot strongly defend a challenged decision.

b The highest attainable level is exempt from the above principle because there should be very little doubt at all when a highest possible level has been attained. Here, the rater should ask himself whether he can think of any additional improvement—keeping in mind that the highest level refers to 'near-ideal but by no means utopian' performance. If such additional improvements are conceivable, and especially so if they are conceivable without mind-rending efforts, the highest level cannot be assigned.

c Also exempt from the principle of giving the higher level in an instance when a rater is in doubt occurs where raters can determine with a reasonable degree of certainty whether the shortcoming which must be involved whenever two adjacent levels are being considered is due to forces quite beyond the control of the service and its governance structure, or whether the latter have been or are contributing to its existence. In the latter instance, the rater should assign the *lower* rather than the higher of the two levels. The rationale for this decision is that when a weakness is based on factors under agency control it is more likely to be correlated with other weaknesses in agency functioning, staff ideology, governance practices and rationales, etc., and is therefore also more apt to externalize itself in undesirable or sub-optimal practices.

3 The lowest level of a rating should only be assigned when there is fairly clear-cut evidence that the service falls within the intended criteria of this level, or if the quality being rated is very definitely unacceptable. However, it should be kept in mind that merely the fact that even yet poorer can be conceptualized does not necessarily mean that an agency's current, slightly 'less awful' performance should not receive the lowest score. There comes a point at which worse than worse makes no difference.

At times, it is not easy to determine whether or not a particular phenomenon should be rated in one rating, another rating, or both. To make the necessary distinctions, raters need to reflect upon the following considerations.

1 Ratings are essentially independent from each other, and should be treated accordingly. However, there is one limited exception to this rule, and this is in the concept of constraints.

2 A constraint exists where a low score in one rating sets a limit to the height of the level in another. For instance, if an agency scores low in R2221 'Financial documentation—extent', it is rarely plausible to give a high rating on R2222 'Budget economy', simply because budget economy can not be very well determined unless one has adequate budgetary data available. Raters should be careful to distinguish between the concepts of constraints versus the concept of 'determinism'. A determinism would mean that a certain level in one rating *automatically* determines the level of another rating, which does not take place in PASS. Constraints merely set an upper limit to the level of another rating, but do not determine it. In other words, if a service receives a high score in Rating No. A, it may receive any kind (high or low) score in Rating No. B; on the other hand, if two ratings have a constraint relationship, then a low rating on A may diminish or even eliminate the possibility of getting a high level in Rating B.

3 While ratings are independent, phenomena in the field are not. Thus, it is quite possible that a single phenomenon may very well have to be taken into account in more than one rating. For instance, an instruction to cease smoking which is transmitted by a service worker to a service client in an unfriendly fashion may violate not merely R1154 'Interactions', but possibly also R11215 'Age-appropriate autonomy & rights'.

At times, the rating task will require making other delicate distinctions. For instance, raters may be called upon to rate the administrative center and headquarters of a service operation; to rate a service which does not as yet exist, but for which the headquarters and staff may already exist; or, to rate a proposal where there exists no staff and perhaps not even a corporate entity as yet to implement. If the service is an existing one, one of the difficult decisions to be made is whether a rating is simply not applicable to a project, and whether therefore the prorating method discussed further on should be used, or whether a level should be inferred from indirect observation or circumstantial evidence.

For instance, R1112212 'Deviant client & other juxtaposition' may not be applicable when assessing an administrative office which is not juxtaposed to other deviancy services, and which renders no clinical services and therefore has no direct contact with clients. On the other hand, even though clients may never set foot in the building, the office can be rated on elements such as R11214 'Age-appropriate labels & forms of address', because it may be possible to assess the orientation of staff to such issues, and to thus extrapolate to and infer the nature of the practices which would exist under the current administration.

Total agency scores for multi-component agencies

Where it is desirable to derive a single score for an agency that has more than one service component, it is suggested that a weighted average be computed on a master agency summary score sheet, the weights consisting of the proportions of the total agency budget allocated to each of the components, with all components combined accounting for 100% or the total agency budget. For example, if an agency has two components of which one consumes 80% of the agency's budget, and the other 20%, then 80% of the PASS score of the first component would be added to 20% of the PASS score of the second component with the resultant value being the PASS score denoting the overall quality of the agency being rated. Let us say an agency spends 20% of its budget on a developmental day care center which had earned a PASS score of 600, and 80% of its budget on an assessment clinic which has scored 300 on PASS; then the total PASS score for the agency would be $(.20 \times 600)+(.80 \times 300)=120+240=360$.

In some instances, the procedure of using budget percentages in deriving an agency score which has several rated components does not work, probably because budget data is not detailed enough to permit a clear allocation and division of funds to different components. This is particularly likely to occur if the system receives a low rating on R2221 'Financial documentation—extent' and/or on R2211 'Administrative control & structures'. In such instances, the rating team should make an estimate of the relative effort and resources expended by the agency on different components, and then derive a total score via a process of 'intellectual consolidation'. 'Intellectual consolidation' can be based not only on the raters' inference as to what the likely budgets for the different components might be, but also upon the number of people who are being served by the different components.

Sometimes an agency has so many components that it is not possible to assess each one separately. Here, raters may either sample components, or try to assess the agency as a whole, and engage in a process of 'intellectual consolidation' in determining how much weight must be given to observations in deriving a single score.

The central-administrative functions of an agency must sometimes be treated as a component in its own right.

Naturally, the less clearly circumscribed an assessment target is, or the poorer the budget data are in a multi-component agency, the less precise becomes a total agency score. It remains to be determined for future research to what degree such an intellectually and analytically consolidated score would differ from one derived by the mathematical combination of scores from components individually assessed.

Either by using the budget method as explained before, or even by estimating (intellectual consolidation), it can be a very tedious task to compute a composite agency score for every rating and element. Thus, for an agency as a whole, it may be desirable to derive only a single master agency score from the component scores. Where scores for *all* elements are derived, they should be rounded off to avoid fractions.

Whatever method is used should be noted in the report to the agency.

Rating one or a few components in a multi-component agency

Where only one or some of the components of a multi-component agency are assessed, it is nevertheless necessary to direct the (usually initial) inquiry to the agency as a whole, in order to extract those agency-wide aspects which affect the specific component(s) to be rated, while also assessing those features unique to that component.

In some instances, a generic service will be assessed that has a deviancy component, e.g. a child development center that serves 6 retarded among 20 non-handicapped children; a general hospital that has a special residential service for 10 disordered adults. In some such instances — especially where the deviant clients are physically integrated — it may be very difficult to rate the service to the deviant clients unless one rates the generic service as well. In this case, it may be desirable to look at the scores if one rated the deviancy service and generic service separately, as well as together.

Computations of total scores in instances where some ratings are inapplicable

A special problem arises if a particular rating simply is not applicable to a service. For instance, the service being assessed may be a 'soft' one which does not take place in a particular building, but in the clients' own homes. An example of this might be a family outreach and visiting nurse program. (Of course, a central office from which staff venture forth to render services in the field could be rated on a number of ratings .)

A distinction should be made between instances in which the issue presented by a rating is not a challenge to an agency, and instances in which a rating is clearly inapplicable. An example of the former is the issue of age-appropriateness in an agency that has always served competent mature adults, where there may be little or no deviancy image of clients, where there is no reason and motive to treat them as anything but adults, and where the agency may receive high or highest scores on this cluster. An example of inapplicability would occur in those soft services which are not centered upon or carried out in a building. In fact, in PASS applications to date, this appears to have been the only instance in which ratings have been found to be inapplicable.

Theoretically, there are two ways in which to handle inapplicable ratings, and it is the latter one that will be adopted for PASS.

1 One could make the assumption that if a rating is not applicable, the issue involved in it is not a challenge, and therefore the agency should receive either the maximum or at least the expected level for the rating. However, this approach would probably introduce severe distortions in comparing agencies that have inapplicable ratings with those that do not. Almost automatically, agencies with a significant number of inapplicable ratings would receive a higher score without necessarily being of higher quality within their particular area of service than agencies without inapplicable ratings.

2 The second assumption and its concomitant method, described below, is the one adopted for this edition of PASS. With the accumulation of additional experience, the issue may be discussed further in the fourth edition. By far the soundest assumption is that the optimal comparison between agencies with and without inapplicable scores would be one which is based only on the applicable *portion* of the ratings. In other words, much as in an ordinary PASS assessment, the total score received is viewed as constituting a percentage of the total attainable score (i.e. 1000). Thus, one could look upon the total score of an assessment involving inapplicable ratings as constituting a percentage of the theoretically maximum attainable total score, taking into account *only* the applicable ratings. This involves a bit of computation, and is slightly complicated by the fact that the total maximum points that can be attained are not merely the positive points, but also the negative ones. In other words, calculations must involve a prorating process, based on the *range* of attainable scores (adding up all the positive and negative points that could be accumulated by the total of the remaining applicable ratings).

Mathematically, the conversion formula is as follows:

$$\frac{\text{prorated total score} + \text{old maximum negative score}}{\text{old range}} = \frac{\text{attained score} + \text{maximum new negative score}}{\text{new range}}$$

Computationally, this implies the following steps.

1 Inapplicable ratings are eliminated.

2 Based on the applicable ratings only, a total attained score is computed, and referred to below as 'a'.

3 The total maximum positive and negative scores that could have been attained on all *applicable* ratings are determined. The simplest way of doing this for PASS is to subtract the sum of all maximum positive scores of all the inapplicable (eliminated) ratings from 1000, and the maximum negative scores of the eliminated ratings from −947.

4 Add the new maximum attainable positive and negative scores together, ignoring the negative sign: this is the *new range.*

5 The old PASS range=1947 (i.e. 1000+947).

6 All the data for the prorating computation are now available, and the total score is computed as follows:

$$\text{PASS total score} = \frac{\text{old range}}{\text{new range}} \times (a+b) - \text{old maximum negative score}$$

$$= \frac{1947}{\text{new range}} \times (a+b) - 947$$

where a = the attained score using the truncated PASS system, with inapplicable ratings eliminated

b = the maximum possible negative score in the truncated (new) range, with the negative sign ignored

For example, let us assume that three building-related ratings in the assessment of a soft service were found to be inapplicable, that these three ratings carry a combined weight of 27 positive points, and that the maximum negative points an agency might receive on them were 21. In that case, the new maximum attainable score becomes 1000 – 27 = 973. The new maximum attainable negative score becomes –947 – (–21) = –947 +21 = –926. This makes the new range 973+926 = 1899. The service being assessed obtained a score of 225 on the 47 applicable ratings. The prorated (new) PASS score then becomes:

$$\text{PASS total score} = \frac{1947}{1899} \times (225+926) - 947 = 1.025 \times 1151 - 947$$

$$= 1180 - 947 = 233$$

FUNDET would follow the same formula, the old range being 1720, with the old maximum negative being -720.

The total score derived through this prorating process cannot be expected to be quite as valid as would be the case if all ratings had been applicable. However, there is strong reason to believe that this score will be a reasonable approximation, the rationale being that in all likelihood (on a probabilistic basis), the existing strengths and weaknesses associated with the applicable ratings would be found expressed in the inapplicable ones if, in fact, the inapplicable ratings were not inapplicable. In other words, if the service being rated should suddenly reorganize itself in such a fashion as to either constitute or render a service in which more or all ratings were applicable, chances are that in these applicable areas, the currently prevailing ideologies and practices would be applied, and one would not see a startling improvement or deterioration in service quality.

Some final cautions, and recurring and potential misconceptions

There are a number of general cautions to be observed by raters.

1 Raters should always ask themselves whether they are letting halo effects (positive or negative) influence their judgments. A halo can have many sources. One potential one is the PASS score received by one component of a multi-component service, so that the assessment of another component may be biased. Ruthless evidence-related criticism as well as self-criticism should be a hallmark of a rating team member.

Each rating should be judged on its own merit, and with minimum contamination from how other ratings are judged. In a number of instances, one rating may place a constraint upon another even though they are essentially independent. E.g. if R2221 'Financial documentation—extent' rates low, R2222 'Budget economy' must also rate low; on the other hand, if 'Financial documentation—extent' rates high, 'Budget economy' may rate high *or* low. Another example: a project may receive a high rating on R111214 'Deviancy program juxtaposition', and a low rating on R11114 'Congregation, & assimilation potential' because the program or other deviant persons saturate the deviancy absorbability of the neighborhood or community. On the other hand, if 'Congregation, & assimilation potential' scores low because two or more services are exhausting the community's or region's ability to absorb deviant individuals, then 'Deviancy program juxtaposition' automatically must rate low. Such constraints should not act as or be confused with halos.

2 Raters are reminded once more that they must follow the manual in assigning levels, whether they agree with it or not, or whether they agree with the score assigned to a particular level or not. Without such standardization, the instrument loses its entire rationale as a measuring device. Among other things, this implies that a rater must not impose certain personal standards and values which are very individualistically his own. For instance, he may feel that an apartment service which he is rating is located in a neighborhood which would be undesirable for himself to live in, and would therefore be inclined to give a lower rating to it for that reason alone. In this and other instances, the guidelines in the manual should be followed rather than the rater's personal predilection.

It takes a great deal of not merely intellectual but also emotional and personality discipline to apply the rigor of PASS to a particular setting. Undisciplined individuals are apt to be sloppy in the application of the criteria of the ratings, and they are inclined to be non-rigorous in applying the distinctions which have been delineated to differentiate certain ratings from each other. Particularly on the personality side, if raters who are highly ideologized are not also tempered with personal discipline, they are apt to use PASS inappropriately to give services which they like more points than they deserve, and inappropriately punish services in some ratings because they have offended on others.

Especially in the early stages of becoming a disciplined rater, raters have difficulty internalizing the fact that deviancy is 100% defined by public response, and that a rater must look upon persons, images, juxtapositions, etc. as deviant not because the deviant role image is correct, right, wrong, good, bad, pleasant, unpleasant, etc., etc., but because that is the way the public would perceive it. For instance, it is certainly utterly wrong that aged persons are devalued and put aside by society, or that minority members are discriminated against. The fact remains that society's values are what they are, that we must recognize these values, that we must accept that persons thusly devalued are deviant by sociological definition, and that this has very distinct implications within normalization theory and within social strategy designed to combat this devaluation. The fact that such devaluation may be conscious or unconscious, overt or covert, is also utterly irrelevant.

Another major difficulty which many people and some raters have is the profound distinction that is made in PASS between clinical and systemic benefits, and its implications. Thus, the entire concept of deviancy juxtaposition, and the proposal that deviancy juxtaposition is systemically injurious, is profoundly disturbing to many people. Naive, or clinically oriented, raters are often very disturbed over the fact that PASS requires them to penalize programs in which prisoners operate scout programs for handicapped children, in which retarded adults are employed as attendants in a home for the aged, in which aged citizens become part-time workers for institutional residents, etc. The clinical benefits of such programs are so genuinely great that their deleterious long-term and unconscious social and systemic implications are either unrecognized or rejected. Fortunately, we have found that if a person who has difficulty along this line is tentatively willing to explore it with an open mind, that his conceptual horizons will soon be so widened that chances are high that he will come to recognize the profound damage of such juxtaposition practices, and that he will simultaneously become aware of the previously almost totally unrecognized potential in the opposite of deviancy juxtaposition: glamor and value juxtaposition.

3 Perhaps one of the more common errors of raters is to view the examples in the right-hand column of the checklist rating guide as *exclusive,* rather than as being merely what they are meant to be: examples. Obviously, it would be impossible, and totally contrary to the very rationale of PASS, to list all possible examples.

4 The labels of elements may have highly specific and idiosyncratic rather than conventional meanings. Raters must beware of relating to the conventional rather than technical meaning.

5 In arriving at rating judgments, lack of money and resources should *not* be taken into consideration. The rating must reflect current and actual quality of service, and is not concerned with the reasons for the lack thereof. If a service has weaknesses due to manpower shortage, lack of funding, an inadequate tax base in the region, etc., etc., this must in no way affect the rating — at least not on PASS. Instead, many such factors are taken into consideration in FUNDET, underlining the desirability of using both instruments wherever funding considerations are involved.

6 Similarly, some services will find it inherently impossible to improve scores in certain elements on PASS. For instance, in a particular state or province, it may simply not be possible to locate a service which can serve the entire state or province in such a fashion so as to have simultaneously adequate proximity, access, and size. One impediment may very well be that, in order to bring size down to a desirable proportion, economy may decline. Such considerations should in no way affect the ratings, since the scores must accurately reflect the reality that limitations in the physical aspects and location of a facility have implications to service quality. Even the fact that no practical better alternative for a current service seems to be conceivable should not affect the score. If a service has intrinsic weaknesses, then let the score reflect this fact! This rigor of approach also has the benefit of forcing to awareness that compromises *are* compromises. Typically, compromises soon are hailed as ideals — and never readdressed with a view to progressing to the real ideal.

7 Both raters and services being rated should be very much aware of another common ideology which pervades human services, and which could easily lead to erroneous rating and/or to misunderstanding in the application of PASS. This is a tendency to consider a service as being inherently good if it is very extensive and serves a great many people. Quite naturally, persons who observe or are associated with such a service are often impressed by the fact that a large number of clients are being served, and that a great deal of suffering would occur if the service did not exist. Thus, quantity is equated (often unconsciously) with quality. PASS scores do not reflect such a view. Within the ideology of the PASS approach, quality rather than quantity is the overriding focus of assessment. A service may find itself very much surprised to be rated at a relatively low level despite the fact that it delivers a great amount of service to a large number of persons in need, while a very small service directed at only a handful of people might receive a very high score. In other words, a service cannot expect to receive a high or even positive score merely because it exists; and bigger is not necessarily better. This reality needs to be strongly incorporated into the written reports to PASS utilizers who are sometimes taken aback by the low scores received, especially if their service is to devalued members of society who might not be served otherwise if the agency in question did not exist.

8 Another issue which has come up frequently in PASS practice to date is which level of cultural norms to apply in interpreting the appropriateness of a particular program feature: national cultural norms, regional ones, local ones, or even neighborhood and socio-economic class norms. To render this type of judgment may at times take an extensive degree of maturity and understanding of normalization on the part of the rater. Here, he must recall that compared to many other cultures, the North American tends to be relatively homogeneous, and the differences we talk about are often trivial in comparison to other cultures. Also, there are many instances in which national norms should be applied in overriding narrow local ones, to the degree that the individual being served must be prepared to relate to his larger culture — sometimes even against his will, because our culture permits some things, but demands others. For instance, our culture does not as yet permit public nudity, and it demands respect for private property. However, none of this means that more local norms should never be applied. Thus, the use of churches for child development centers is very normative in some parts of the country, and less so in others; the norms for what is appropriate or even valued in attire may vary by region and even locale; etc. On the other hand, merely because the residential service is located in a low-income area, and perhaps serves low-income clients, does not mean that it cannot be intensively beautified — though the means and the decor of beautification might be different than those in a middle or upper class oriented residence.

Thus, raters must tread a middle path between excessive localization which would deprive a client either of the socialization to the larger culture in which he must live, or of its benefits and amenities; and on overriding obsession with national norms which makes no allowance for local variations.

9 Furthermore, those who utilize PASS must be aware of the fact that the judgment as to what constitutes unacceptable, acceptable, expected, etc., practices is not necessarily anchored to practices which are common or normative in the field, but that judgments are made in comparison to near-ideal performance. Thus, a service which sees itself as being rather

comparable to other services in the same line of work may also be surprised when it receives a relatively low score. This is due to the fact that many agencies are actually performing only at a near-minimal level of quality, with some of them achieving higher performance in a few areas. Very, very few agencies perform at the 'near-ideal but by no means utopian' level, and then often only in some aspects of their identity.

10 Related to the above two issues is another one on which interpreters of normalization and occasionally even raters are apt to be confused. Even after agreeing as to what the appropriate cultural norms may be, persons sometimes interpret ' normative' as referring to the mean (statistical average) of a distribution of characteristics. This is a grossly oversimplified misinterpretation of normalization, for a number of reasons.

a Normalization does not merely refer to what a lot of people actually are doing, but also to expectations. Thus, very few people today wear small bow ties, but a person who does would not be perceived as significantly different or outlandish, because it is within the range of the public's normative expectancies that someone might wear a small bow tie. Furthermore, such behavior is not devalued. Even very uncommon behavior (e.g. joining a monastery) might be viewed positively rather than negatively.

b In society (especially a pluralistic one), there is rarely only a single standard for anything, and diversity of expression is itself normative. Even troublesome behaviors may be accepted as being part of the culture.

c If one looks at a particular characteristic that is highly continuous in the statistical sense, then even in a large sample (say 1000), only some—and perhaps even none—of the members may fall precisely at the average. For instance, even though the average IQ is 100, only a distinct minority of individuals actually have an IQ of 100. Almost twice as many people have an IQ of 99 or 101, etc. Thus, our conceptualization both of normalization in general and as it applies to PASS ratings specifically, must be oriented to the normative *range,* rather than the mean.

d And here, we must observe a critically important additional principle: a person who already has many strikes against him because he bears the burden of a deviancy image is more apt to elicit a valued image if he is within the normative range — *but on the positive side of the mean,* than if he is merely at the average or even on the devalued end of the normative range. While extreme positive deviation from the mean will often backfire, a moderate deviation toward the positive side should be considered the choice from among a range of options that might be considered normative if a potentially deviant person, group, service building, etc., is involved.

A person who exhibits several characteristics which fall within the normative range, but on the negative side thereof, may become perceived as deviant merely because of this combination of otherwise relatively innocuous stigmata. For instance, a shuffling walk, bad breath, dishevelled hair, a crumpled sports shirt, crossed eyes, and poorly articulated speech add up to a total image of deviancy—very likely that of a retarded person—and elicit rejection even though none of these stigmata *by themselves* would be sufficient to elicit such a response.

e An important principle, which is in no way contradictory to normalization, is that features which are ' natural ' hardships and inconveniences must be clearly differentiated from the judgment of the cultural normativeness of features which are not *in themselves* hardships or weaknesses. An incisive example of this distinction would be a judgment of the cultural appropriateness of attire, which can be totally ruled by cultural (and in part subcultural) norms; versus a judgment of a client's physical convenience, feelings of well-being, and comfort that are related to whether his clothing keeps him warm when the environment is cold, or cool when the environment is hot, or whether it feels soft and gentle or itchy and harsh.

Raters and others sometimes wish to excuse a service weakness because this weakness occurs normatively in the local community. For instance, a population center of moderate size, perhaps in a rural region, may have no means of public transport, and it may be normative in this community to get about by family car. Therefore, some individuals would insist that a service which is virtually inaccessible without a private car in this community should be given a high level under *R11112 'Access.' Raters are here reminded that with few exceptions, PASS must be concerned with the 'what' rather than the 'why' of a program feature, and as long as a particular program feature is clearly a drawback—regardless of local norms—it must be down-rated. Thus, in the above access example, the facility might score on Level 1 or 2, rather than on Level 3 or 4.

PART III
ISSUES OF DISSEMINATION AND COMMUNICATION

The material preceding is essential to a broad overview and understanding of PASS. Part III will concern itself primarily with two specialized issues necessary for in-depth understanding of PASS and/or competence in its use. These two are the writing of reports to agencies that have been assessed by PASS, and training of raters and their trainers.

PART III ISSUES OF DISSEMINATION AND COMMUNICATION

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ISSUES OF DISSEMINATION AND COMMUNICATION

Feedback and reporting

Introduction

Feedback to the agency being assessed, and in some instances to the body which has commissioned the assessment, is an integral part of assessment. Assessment which is not utilized properly is wasteful.

In most instances, the major form of feedback will be a written report. This section will discuss report writing, including report content and format, and comment briefly on verbal reporting and other follow-up activities. Additional material on report writing, particularly with respect to the training contexts, and to the writing and editing process, is included in the 'Training' section further on.

The teaching function of PASS reports

The reporting of assessment results to service agencies may be both verbal and written. The verbal interpretation, however, should always be supplementary to the written report, which in many cases must stand on its own. Because of its potential role and impact, it is imperative that the report be of the highest quality.

One factor which by itself demands that the PASS report be carefully constructed is that considerable agency time will have been invested in the assessment itself. Personnel will have spent many hours in preparing documentary materials, being interviewed, conducting tours for raters, etc. In most cases, this investment in time and energy will create high expectancies for the report on the part of agency staff.

However, this expectancy does not in any way imply that the report will be accepted readily. The report may confront service workers with values and principles with which they may not be at all familiar. The report must therefore serve a teaching function with respect to normalization, administrative functioning, openness to consumers, and a variety of other human service concepts which PASS addresses.

The teaching function of the PASS report has not been addressed sufficiently in many reports written to date. Its importance must be underlined by stressing that a report which teaches will have universal value for all service workers, while one that merely details results may not even be comprehensible to senior staff of the evaluated agency.

Attention to the teaching function has many implications to report writing. One of the central implications is that the most important service issues to be dealt with must be defined and analyzed in a way which permits no alternative or erroneous interpretation. This calls for precise identification of key issues, sharp focus in observations, and great clarity in analysis.

The PASS report may be the single most important aspect or event by which PASS itself and possibly the entire human services movement towards normalization will be judged. High standards of quality are likely to lead other services to request assessments, other workers to learn the principles involved, and service systems to consider implementation of the system. On the other hand, if PASS reports are incomplete, imprecise, or erroneous, there will be much less acceptance of the methodology itself, and ultimately of the associated principles and movement.

The content and emphases of PASS reports

Having a service interpreted via PASS and along normalization lines will often be a new and potentially awakening experience for agency staff. In many cases, the PASS report will be the first comprehensive inventory of agency functioning ever received; it will almost always be the first assessment of quality which has its roots primarily in human service ideology. The report therefore must elucidate the overriding implications of service functioning in a way which staff themselves will understand.

Perhaps one of the most difficult challenges in assessing a service, and especially in interpreting the service to its workers, is to define sharply and unequivocally what PASS raters have come to term the 'overriding issues'. Almost invariably, there are one or a few issues, problems, strengths, or weaknesses associated with a service which almost define the service or agency — which has an overriding bearing on its identity and functioning. Strangely enough, experience has shown that not even the most sophisticated trainees are able to accomplish this essential defining, or at least not its verbalization. Learning to be able to do so often brings a great deal of exhilaration and a whole new perspective for looking at human services. Usually, it is only after trainees have taken for granted that they could accomplish this definition, and then failed to be able to do so, that they appreciate what it means, and what new plateaus of sophistication they are and must be capable of.

The report writer should take pains not merely to point to weaknesses of the service, but also to emphasize strengths. This is particularly important in those instances in which a service may have very few strengths, and where a devastating report can be terribly demoralizing. Also, the existing strengths can often be interpreted in such a fashion as to provide a point of departure upon which other improvements may be built. Last but not least, a report which is suitably (but not dishonestly) balanced will have higher credibility with the agency.

Furthermore, it is psychologically constructive to point to those areas in which the service could reap rather immediate or rather sizeable improvements through relatively minor efforts, and through efforts which may carry a low cost. Examples might be age-appropriate re-decoration, elimination of archaic forms of address, simple measures of beautification, etc. These recommendations must of course be tied to a coherent rationale.

There is also a tendency for raters to recommend in their feedback that all weaknesses in a service be corrected. This is not really a realistic or even appropriate recommendation, since in practice, the agency may either lack control over the variable, or an improvement would demand even more damaging trade-offs in other areas. For instance, a recommendation that a very small service develop very formal written materials, extensive budgetary analysis, and costly outside consultants might mean that it would have no money left to run a program. Thus, the recommendation would only make sense if the rater felt it desirable that the program should fold.

So as to make the report not merely a feedback to the agency, but also a teaching device, it is highly desirable to relate specific and concrete observations to specific recommendations, as well as to specific ratings (or higher-order elements on PASS). Where this is done, the precise name and number of the rating, as well as the page number on which it is covered in the *Field Manual* should be provided in the body of the report, in footnotes, etc. If this is done, host personnel will be more likely to re-examine the PASS publications and background materials, and to orient themselves to the application of the instrument and its underlying rationales, both for the current occasion as well as for future ones.

Wherever a total agency score is derived for a multi-component agency, the method used (see scoring section) should be mentioned.

A significant means for strengthening a report is to include in it a wide variety of informative and consultative sources the agency may utilize in implementing recommendations. This implies that the report should be constructed and annotated with multiple references to sources of information and assistance in the change effort. These references should be both to persons who could be sources of information (addresses should be provided), and items in the literature. Perhaps the best way to refer to the literature is through footnotes, and/or a complete annotated bibliography as an appendix. Another valuable inclusion is the names *and addresses* of operating services or agencies from which the reader could obtain information or assistance, or to which staff could go for study tours. These services and agencies should, of course, be involved in relevant activities and engaged in quality practice.

Inclusion of a bibliography will add not merely to the usefulness of the report, but also to its credibility. One possible criticism of past PASS reports might be that they have often relied upon the PASS materials and the *Normalization* text (Wolfensberger, 1972) as sole references. While the breadth of these materials should not be underestimated, allowance should be made for the possible conscious or unconscious depreciation of reports on the grounds that only one human service philosophy or viewpoint is represented. With this in mind, every effort should be made to include supportive materials at both the systemic and clinical levels. A maximally effective list of references would thus probably include supportive references from the literature with which agency personnel should be familiar.

However, the bibliography should not overwhelm the reader. If it is too unwieldy, it may not be read. One way out of this dilemma is to pinpoint exactly which references are relevant to specific issues and recommendations, so that readers have a manageable source of information.

Sometimes, there is a need to address one or a few issues (not necessarily overriding ones) at some length, and to try to teach practically a whole course on it in a few pages. In such instances, it may be desirable to extract entire pages of text from *Normalization* or some other source, to append reprints, and possibly to include reproductions of teaching transparencies.

Ideal attitudes toward assessment do not always prevail, and practicum training hosts may have little interest in the PASS assessment or its report. Their participation may be based entirely upon courteous cooperation with a training effort, rather than on any motivation to examine themselves; be examined; or be instructed in service strengths, weaknesses, and improvement. In many such instances, a too frank feedback might bring about a breakdown in the relationships between the trainers and their sponsoring agency on the one hand, and the practicum site and staff on the other. Thus, careful thought must be given as to the extent and nature of the material to be included in the report that is forwarded to a training host agency. In such a report, it may be pointed out that the ratings may have suffered in validity due to the training context, the large size of the trainee field team, the shortness of time, etc.

Of course, a report need not necessarily restrict itself to PASS content, and in many instances may wish to address itself to other issues which may be of interest or benefit to the agency, or the sponsor of the assessment.

Format and organization of PASS reports

While the organization of the contents of a PASS report is arbitrary, a set of principles found useful to us will be presented below.

Both content *and* format of a report should be instructive and useful to both agency staff and others who may read it. This implies that attention must be paid throughout to the following principles.

1 The writer cannot assume that every potential reader will be knowledgeable as to the nature of the service rendered by the agency that has been assessed. Therefore, a thumbnail sketch of the nature of the service should be provided, specifying number and types of clients served, type of agency, location and address of agency, etc. Especially for agency staff, documentation, description and illustration of the agency's functioning must be complete and cogent, in order that they recognize that the true functioning of the service has been observed.

2 The analysis of service practices, agency direction and goals, structure and processes, etc., must be incisive and related clearly to observations and principles.

3 Recommendations to the agency should be highlighted (e.g. underlined in the body of the text, with an early explanation of what this means), or organized in some other coherent fashion (such as in a section at the end), and phrased compellingly in terms of issues involved and current practice.

4 The report should generally move from the most global and important issues and observations to those which are more specific, less impactful, and relevant only to narrow aspects of agency functioning.

The report will often consist of three major sections: the background of the assessment, the results and interpretation, and some sort of conclusion. The background should include an explanation of the circumstances under which the assessment was conducted, and identification of the raters, as further covered and illustrated below. The main body should state and discuss at least the major findings, and possibly include recommendations. These recommendations can also be provided in a separate section. The conclusion should either summarize and/or put some perspective on the report. There should be numerous headings to simplify the flow of content and help orient the reader, as discussed further below.

Writers should try very hard to avoid rendering a report which merely follows the PASS elements numbering sequence. Reports organized in this fashion tend to be mechanistic, unimaginative, often redundant, and low-level. They do not provide the reader with any perspective as to the importance and priorities of various issues, and are hard to digest. Unfortunately, this is exactly the way too many reports have been written to date.

Instead, it is much better to state clearly what the major issues as well as the major areas of strength and weakness are. As much as possible, the report should summarize findings rather than repeatedly report the same findings derived from several PASS elements, and one way in which specific ratings might be fruitfully covered in more detail is in conjunction with specific recommendations. Some PASS ratings may not even be worth covering at all, other than referring readers to the score sheet.

Another way to group the content of the discussion is around certain major recurring topics, such as ideological issues, physical facilities (e.g. the facility program score), issues related to personnel, etc. In instances where an agency is being rated which has submitted rather definitive future plans, these future plans can be discussed in terms of the effects they would have upon PASS scores, if the plans were implemented.

A highly useful organization is to elucidate the 'overriding issues' immediately after introductory and background material, and to follow this with a narrative on the other issues and recommendations, in order of importance. Such a structure both places a priority upon important agency action, and teaches the skill of separating out critical issues. In addition, it will demand that report writers discipline themselves in their arrangement and explanation of their material, and will contribute to their own learning.

A copy of the filled-in PASS and/or FUNDET score sheet(s) should always be attached to a report. In many instances, it will be important to ascertain that those who will read the report and score sheets have access to the two basic PASS publications, and perhaps to the *Normalization* text as well.

As mentioned earlier, it is highly desirable to interrelate specific observations, specific recommendations, and specific PASS ratings (or clusters), optimally by reference to the precise name and page number of PASS elements. Agency personnel will then be more likely to re-examine the PASS publications and background materials, and to orient themselves to the application of the instrument and its underlying rationales, both for the current occasion as well as for future ones.

In the report itself, PASS jargon should be avoided unless it is used with one of two objectives in mind: to provide a cross-reference to the reader between the report and the manual; or in order to teach terms and concepts to the reader, and almost force him to think in a new way. If the latter is the case, extensive explanations of terms and concepts may have to be included in the report.

The length of the report may vary, according to the context. However, some reports that have been written to date have been remarkably lengthy, detailed, and potentially useful.

As mentioned earlier, recommendations can be imbedded in the report narrative in highlighted (e.g. underlined or color-covered) form, or enumerated at the end. A third option would be to do both, so that the reader first encounters recommendations where they naturally belong, and then can detach and work with the separate list of recommendations during the conduct of follow-up work.

The report writing process

A report writer must be committed to a level of quality which comes only with several rounds of editing and revision after the construction of a first draft. The writing itself should thus be done with the following goals in mind.

1 The inclusion of *all* relevant observations, interpretations, and recommendations. Editing can remove all items which are redundant, but a critical important observation may be lost if it was not recorded in the first place.

2 Initial drafts should be written in a fashion which will facilitate later rewriting and editing.

These considerations will lead the writer to adopt certain practices, discussed below, both during writing itself and in the field.

1 The report should be written as soon as possible after assessment, while impressions and observations are fresh. Especially if the writer is conducting other PASS assessments, he will quickly lose his ability to relate readily to his observations and impressions, or to disentangle those resulting from different assessments.

2 If possible, all drafts would be typed for legibility and ease in further use. This may not be possible in training sessions, or where secretarial support may not be immediately available.

3 The name or initials of the writer should appear with the date of the draft on each page. Each report may go through three of four rounds of editing and review, and the writers' identities may become lost at each stage.

4 Double or triple spacing in all drafts up to the final one. The use of wide margins is also recommended.

5 The draft should always be drafted in ' modularized ' form (i.e. one paragraph per page), so that later rearranging, addition of further thoughts or insights, etc., will be facilitated, and will not require a great deal of retyping.

6 In writing the first draft in particular, an attempt should be made for inclusivity (even redundancy) in observations, details, interpretations, etc. If these are modularized, later editing will enable easy organization into a more coherent whole.

7 Since every assessment team member will receive a copy of the report, and since the agency may receive several copies, it is often desirable to type the last draft on stencil.

8 Rigorous proof reading of the stencil or last draft is essential to avoid the virtually inevitable errors, some of which can be devastating.

9 While double-spacing is desirable for the final draft, long reports, especially if they have appendices, can discourage a reader. Some reports to date have run 150 pages or more, and been up to an inch thick. Therefore, long reports might be more apt to be read if single-spaced within paragraphs, and double-spaced between. Also, if stencils are used, the final report can be printed on both sides of the sheet via employment of heavy paper, providing another means of reducing the bulkiness of the report.

Facilitation of report writing via the use of standardized modules in the report

One way to strengthen PASS reports as well as expedite their construction is to make selective use of a variety of high-quality standardized paragraphs or sections (modules) which have applicability to many or all reports, and which have been synthesized from exemplary reports to date. Although the structure of each report should be a function of the particular circumstances which surround it (such as the type of assessment, the agency itself, any prior arrangements in regard to the report, etc.), it has been found that there are certain sections which are almost universally useful or even necessary in reports. For example, an explanation of the PASS instrument and assessment process, a description of the project itself, a listing of the raters and their professional identities, and perhaps a brief description and explanation of the normalization principle should be included in each report. The section to follow will include six of these standardized modules, and discuss their use and possible adaptation or limitations: title page; sheet with names, roles, and addresses of raters; table of contents; agency description; description of the assessment process; and PASS overview.

The model modules referred to in the narrative will be found at the end of the reporting section. It should be kept in mind that these standardized modules are only exemplary in a general sense. Seldom, if ever, should they be used without careful editing and rewriting so as to be applicable to the particular circumstances involved in the assessment.

Title page

The format of the title page which the reader finds at the end of this section is probably optimal. Title pages for all reports should include the official name and location of the agency, the dates of the assessment and of report completion, the names of the principal writers or editors, and the full title of PASS itself, i.e. Program Analysis of Service Systems. If the report is written and the assessment carried out under the auspices of one agency (as in the case of this sample), the letterhead of the agency should be included. Unless particular circumstances warrant, all other information can be placed elsewhere, as a premium should be placed on the legibility and attractiveness of the title page and its layout.

Identities of raters

The sample module provided is an excellent indicator of the detail which should be supplied in identifying the members of the assessment team to the agency and to anyone else who might read the report. This list should not merely provide names of members, but also their full titles, affiliations, cities in which they work, etc. No abbreviations should be used, since it cannot be assumed that any reader will know what any of the abbreviations of agencies or titles may mean. The inclusion of specific addresses enables follow-up contacts by the agency; the inclusion of specific roles gives the agency an opportunity to relate to the background and expertise of the evaluative team. More detail may be appropriate in reports which have either been requested or externally arranged than in reports which have grown out of practicum assessments. Placement of this module may be either at the very beginning of the report, or in an appendix near the end.

Table of contents

If a report is comprehensive and detailed enough to properly educate, as well as to adequately describe and analyze a service, it will in all probability be complicated and lengthy enough to require a table of contents. Without such a table, the reader will not be able to orient himself to the sequence of content, and will not be able to retrieve some information selectively later on. The attached table of contents may be considered a model in its organization and layout. In setting out the table of contents, care should be taken to maximize clarity (identations help distinguish major and minor issues here) and readability. The headings in the table of contents should be identical to the headings in the body of the report, each such heading should be included, and pagination should be completely accurate. The table should be placed behind or close to the title page, or even be part of it.

Agency description

In order to give the reader an adequate understanding of the service being assessed, it is most useful to have a brief summary that defines the agency in essential and factual terms, providing some data on its governance, location, number and type of clients, services rendered, etc. This summary is useful even if only the agency itself receives the report, as it confirms, in the minds of agency workers, that the team has observed the agency accurately.

Description of the assessment process

For the purposes of orientation, and to document the intensity of an assessment sequence, a description of the rating team's activities during the evaluation is very desirable. The example enclosed describes the sequence of activities of a practicum assessment team, and gives some detail as to the structure of the training workshop from which the report emanated. In the case of an arranged assessment, the conditions of the evaluation should be explained (e.g. what body arranged the event, why the assessment was needed). The identification of staff members with whom the team had significant interaction is important in order to give readers a sense of the levels of personnel involved. Similarly, identification of documentary materials used should bolster the credibility of inferences and judgments made from these materials. Other background materials may be useful in this section. The central purpose, in summary, is to provide a base for the judgments made during the assessment.

PASS overview

A brief summary overview of the PASS instrument and process, such as that provided, is necessary to orient the reader to the structure of PASS. This brief overview should not be confused with the necessary detailed explanation of the principles and issues involved in PASS, but is merely background and orienting material. Different approaches may be used in this section; the goal should be to describe PASS briefly in terms of ideology, the basic language used (e.g. levels and ratings), and general information about scoring emphases. Also important are the central distinctions relative to the emphasis on 'what' vs. 'why', and on the assessment of quality rather than quantity.

PASS report writing as a learning experience

Through the foregoing discussion, it should be clear that participation in the writing and editing of a PASS report can be a significant and even profound learning experience. The writer must not only master the technical aspects of writing, but also must come to an understanding and internalization of the values and principles which underlie PASS. While this learning process is hinted at throughout this section, it will be dealt with explicitly in the ' Training ' section of this volume.

Implications imposed on field assessment procedures by later report writing needs

Many implications for behavior in the field and during conciliation sessions and other meetings arise from the need to write a clear and organized report. If the writing of the report is kept in mind, the rater will adopt techniques such as the following.

1 While in the field, notes should be organized in such a way as to have maximum usefulness in writing. This implies that notes themselves should be modularized, with one section per rating or issue.

2 Notes should also be taken during the conciliation session, as this is when observations and details should be interpreted in terms of principles. Again, interpretation of issues and principles will be a major function of the report.

3 Because of the necessity for organization of material, and because of the premium placed upon clear interpretation, an optimal way to organize notes may be to use different colors of ink (e.g. by means of a four-color pen) for observations, interpretations, and aspects and recommendations relative to each issue.

4 Thoughts about the report should be noted down when and where they occur to a writer — not only during his concentrated writing sessions. Such notes can greatly enrich the depth of a report.

Verbal interpretation and follow-up

Even the most incisive written report is much more useful if accompanied by personal feedback and consultation with agency staff. At its simplest, such follow-up would consist of a conference between the senior staff and PASS team leader after the report had been circulated and read. More comprehensive follow-up might include meetings with the rest of the staff, and periodic and/or long-term consultation by the team leader or others to help implement report recommendations. Although many PASS assessments are conducted as training practica, the potential impact of PASS assessments should be recognized and maximized. The written report should thus specify available options for follow-up feedback and consultation.

It should be recognized that a report can be shelved and forgotten even by a receptive agency. Therefore, it should be one of the internalized reflexes of a team leader to follow up on the delivery of reports to agencies, and to engage in personal contacts, write follow-up letters, etc., to encourage maximal use of the assessment and its report. The usefulness of each assessment and report as a tool of change agentry may rest almost as heavily upon this continued contact and consultation as upon written report quality. In a sense, the team leader assumes responsibility for assisting the agency to change as much as it wishes or is able to do. This implies that he/she should assist in any way possible to orient the agency toward utilizing internal and external evaluation.

Another area of emphasis is, of course, agency internalization of the normalization and other human service principles which underlie PASS. The assessment and its reporting represent one set of events in the life and development of an agency. The team leader's responsibility is to try to ensure that these are most impactful and helpful, and lead to the entry of additional change mechanisms.

A related dimension has to do with confidentiality vs. dissemination of report results. While team leaders should make sure that raters or trainees are fully aware of the delicacies of the assessment, they should maintain the appropriate orientation toward public assessment. This implies that the agency's wishes should be carefully respected with respect to report confidentiality. At the same time, assessment teams should press for the principle that evaluation of services (especially publicly-funded ones) should be public, and that results should be freely available. This is important both as a routine check and safeguard on service quality, and as a factor in the use of reports for training purposes at a later date.

Three form letters have been developed to facilitate communication of reports and obtaining releases for their future use. These letters, copies of which may be obtained from the senior author, include:

1 a letter of transmittal of report (cover letter) for asking for and explaining desirability of a confidentiality release,

2 a form on which the agency can specify four levels of release: none, restricted use, disguised details, or unrestricted,

3 follow-up letter on earlier request.

Although these forms should be helpful in dissemination of results, they should of course not constitute the total follow-up on reports.

Conclusion

The above discussion on reporting and feedback has stressed principles in writing and using reports, but only in a global sense. While this section should provide guidance in the construction of reports and the assessment process, it is not meant to be complete. In addition to the *Handbook* and the *Field Manual* a third volume of PASS is being contemplated to deal in its entirety with the issue of feedback. In that volume, the foregoing topics would be presented in more detail, and a number of annotated model reports will be included for illustrative and instructional purposes.

Samples of model report modules

Title page

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SCHOOL OF EDUCATION
Division of Special Education and Rehabilitation
805 South Crouse Avenue
Syracuse, New York 13210

TRAINING INSTITUTE FOR HUMAN SERVICE PLANNING, LEADERSHIP AND CHANGE AGENTRY

Report on an Assessment of

Pinecrest Children's Center, Inc.

Syracuse, New York

January 8, 1974

by Means of the

Program Analysis of Service Systems (PASS)

Report Edited by

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Agency description

St. John's Extended Care Facility is located next to Westvale High School in suburban Middleville, X-state, U.S.A. It was founded as a voluntary non-profit organization in 1963, and opened in 1967. It has had its origins in the concerns of Catholic Social Services, but is now governed by an independent private board and has no formal connection with the Catholic Church.

St. John's is designed as an intensive therapy center primarily (but not exclusively) for aged persons, both 'in-patients' and 'out-patients'. Except for a small number of the original residents, in-patients stay only for a few months at most. The center was the first facility in the state to be approved as an 'extended care' facility, and is reported to be one of only about a dozen intensive rehab-oriented centers of its type in the country.

St. John's aspires to a multi-disciplinary approach to rehabilitating clients, and as stated forthrightly by the senior staff, it is firmly based on the medical model. Altogether, there are over 100 clinical staff distributed over the following nine departments: Nursing, Administration, Pharmacist, Social Worker, Physical Therapist, Recreational Therapist, Dietary and Food Services, Housekeeping, and Maintenance. Nursing Services is the largest department. St. John's also has a medical director, house physicians, medical consultants, and chaplaincy services. The entire staff is headed up by a chief administrator and his assistant.

St. John's serves all of Hiawatha County in which it is located. At the time of the PASS assessment, it held 120 patients in residence, and was serving twenty additional out-patients in a therapeutic day program. The great majority of the residents are over 65 years of age, but the average age of the clients in the day program is considerably lower. Much of the rehabilitative work involves elderly persons who have broken a hip or leg. There are also a few children involved in the growing day program; and especially so in the speech therapy program.

Description of the assessment process

On January 8, 1974, a team of fifteen persons visited and evaluated the Jonesville Extended Care Facility in Westville, New York. All members of this group were participants in an intensive 5-day workshop at Syracuse University on the assessment of the quality of human services and service agencies. The method of assessment being taught in this workshop was the PASS technique (Program Analysis of Service Systems), developed by Wolf Wolfensberger and Linda Glenn. The trainees were, for the most part, senior workers in human services (especially mental retardation), and they hailed primarily from New York State. However, only the team leader had had previous experience in administering PASS to a service. The team also visited another service as part of its field experience, and five additional workshop teams also visited and assessed two services each. Attached is a list of names and affiliations of those trainees who were members of the team that visited the Jonesville program.

A review of a number of documents and materials from the program preceded the site visit. These included a Five-Year Plan, the Personnel Manual, a Resident Evaluation Form, and a Budget Summary. The actual site inspection was preceded by a lengthy interview with Ms. Peel, the Project Director; Dr. Smith, Chief of Adult Services; Mr. Higgins, Social Worker for on-grounds adults; and Ms. O'Neal, team leader for Community Services.

After these interviews, the team went on a complete tour of the facility, led by Ms. Walker, the Staff Development Specialist. During the afternoon, there was also an opportunity to talk at some length with some of the clients of the program during an informal social hour in one of the lounges. Before completing individual ratings, the team reviewed information which had been gathered and asked Ms. Peel to spend a short time in filling in the few gaps in data which remained.

At this time, the team proceeded to complete individual ratings, and then came together for a lengthy conciliation session, at which time group observations and recommendations were shared, and agreement was reached on each of the ratings. Each team member wrote a report on the project, and these were edited together and enlarged upon by the Assistant Team Leader, with final editing and rewriting done by the Team Leader and Senior Trainer of this workshop.

PASS overview

PASS is an instrument and technique for quantitatively assessing the quality of an entire human management system and/or individual components. The system is based largely on the principle of normalization, and is applicable to virtually any type of service (educational, habilitational, residential, guidance, etc.), and to any age group of clients.

PASS assesses service components or service systems in two major areas of performance: ideology, and administrative effectiveness. These are broken down into a total of fifty ' ratings ', and each is scored by means of a rating scale which has three to six levels. Each level earns a different number of points, according to the degree of adherence of a particular service characteristic or practice to certain desirable standards. Ratings are not organized by order of importance but in an order which facilitates understanding. The importance of a rating is reflected in the number of possible points it can earn, as indicated on the score sheet to the left of each box. The *Field Manual* spells out the principles underlying these ratings, as well as the criteria for each level of each rating. The highest attainable score for all ratings combined is +1000, the lowest is -947. A score of 0 (either overall, or for a specific rating) reflects a 'minimally adequate' level of performance, while anything below 0 is considered to fall into the 'unacceptable' category. A total score of 711 is the ' expected level of performance ' of a service. Sometimes, high scores in one element may be balanced out by low or even negative scores in another, and a system with some outstanding features may still receive a low or even negative score because of major shortcomings in other areas.

Most services in any field today are closer to a minimally acceptable (0) than to an expected level (711) of performance, due primarily to two reasons.

1 PASS rates services according to optimum standards — standards which are near-ideal, but which are *by no means impossible to attain*. Thus, an agency which simply does what most other agencies are doing, without attempting to improve beyond current mainstream practices, and without incorpora-

ting the knowledge already available at the frontier of the field, will not rate very high on PASS. Also, services which once were highly competent and/or innovative will not continue to score high unless their initial vitality and momentum is maintained over time in most all significant rating areas.

2 PASS also rates a service according to its *quality,* rather than according to the *quantity* of service which it delivers. On this basis, PASS is radically different from other evaluative instruments. PASS is not concerned with how many people an agency or service system manages to accommodate. Rather, since it is based on the principle of normalization, PASS credits services to the degree to which they create normalizing environments for and interpretations of their clientele. Many human service systems (especially for devalued citizens) attempt to serve large numbers of people, and many do so in a central facility and are not — or only partially — integration-oriented, as required by the normalization principle. Thus, although most human service systems do perform some service to their clientele, the quality of that service is usually only a fraction of what it conceivably might be.

Finally, where shortcomings do exist, PASS makes no allowance for the cause of, or reason for, these shortcomings. Thus, it asks 'what' and not 'why', and weaknesses lose credit points no matter how reasonable the cause for the weakness may be (e.g. lack of funds). This approach is taken in order to objectify assessment, to be able to compare different types of services, and to prevent compromises from becoming reinterpreted as ideals — as often is the case soon after a compromise is made.

An additional feature of PASS which is intended to make the score and assessment more accurate derives from the fact that in PASS, some ratings deal specifically with the physical facility in which the service is rendered. Although facility ratings are significant to *service* quality, they have little to do with *program* quality. For this reason, those ratings which apply specifically to the physical facility are separated out, as can be seen by examining the score sheet. Those ratings noted with an asterisk (*) apply directly to features of the physical facility, and are summated into a distinct *Facility Score.*

The following discussion of the findings has as its primary purpose a constructive, critical assessment. Many action implications and recommendable consequences will be self-evident from the analysis and from the quantitative scores contained on the enclosed score sheet. Readers are urged to examine the criteria provided in the *Field Manual* of PASS (one set of PASS was transmitted to the project) in each area in which a low or negative score was obtained. Some particularly urgent recommendations will be spelled out specifically in the report and underlined therein.

The training of raters and trainers

Introduction and rationale

The material below is included in this volume primarily in order to underline the importance of training, and to demonstrate the interrelated aspects of the process of change. Furthermore, many procedures worked out for training purposes would be equally desirable or even mandatory for ordinary field usage. At the same time, readers and practitioners should keep in mind that some of the structures and processes described here as being desirable for training purposes are not necessarily the ones which should also prevail during actual application of the instrument under realistic and non-training conditions. Readers should clearly differentiate between the various recommendations made here in the discussion of the training structure, and other specifications and desiderata laid down during the coverage of the standard application of the PASS and FUNDET techniques in the field.

When a PASS training workshop is carried into the field, there are many problems, most of these having to do with losing one's home support base, one's strong lead-in planning, and one's control over report-writing and follow-through. This needs to be considered, and extraordinary effort must be made to assure that those in charge of local arrangements are reliable and precise in their preparations. Also, if PASS trainers are offering a training workshop in the field rather than on their regular home turfs, they will find it essential to arrive at least one day early in order to check out all the local arrangements, review procedures, and in many other ways ensure that everything is well prepared for the arrival of the trainees, and for the workshop as a whole.

PASS and FUNDET are demanding systems which cannot be expected to be validly (or even reliably) applied without the quasi-standardization of raters which is achievable only through appropriate training. Experience to date has shown that such training requires a structured introductory workshop of about five days' duration, plus a somewhat variable amount of additional advanced training, either via an advanced workshop, and/or guided and supervised experience. The training of trainers of raters is even more demanding, and requires participation in at least three workshops, plus practical experience.

In this section, certain material will be presented which is concerned with rater and trainer training. This material should be considered tentative since it is based on only a relatively moderate experience base to date. The discussion is concerned primarily with introductory training workshops, although a great deal of content can be generalized to advanced workshops.

The importance of PASS training rests on two distinct and significant observations. The first is that any PASS assessment is only as good and as accurate as the raters themselves, and that rater competence and reliability are thus critical; secondly, PASS workshops have been an extremely effective and efficient method for teaching normalization and other universal human service principles in some depth.

Since the most potent and pervasive impacts of our human service projects and programs are linked with the images or interpretations of clients, any evaluative system which does not examine values and implications of service practices will tend toward triviality and irrelevancy. Furthermore, it is difficult to imagine that any evaluative system could examine values or interpretations without relying heavily on human judgment. The tendency in human services and the social sciences has been to render judgments about the easily quantifiable, rather than to attempt to evaluate important questions which are complex.

PASS does rest upon informed human judgment. Each of the ratings requires the ability to make accurate observations, relate these to complex and abstract principles and criteria, and make quantitative judgments about quality on these criteria. A range of abilities—observational, interpretational, abstract, and analytical—are thus required of raters. Both the veracity and reliability of ratings depends on this human judgmental link.

Few persons are likely to ever acquire, on their own raw intelligence and technique, the service sophistication which is prerequisite to effectiveness as a PASS rater. Therefore, the design and conduct of PASS training sessions must be effective and efficient in enabling potential raters to develop their skills. Also, as has been indicated before, PASS training must be decisive in conveying an expectancy for service quality to many trainees who will never become raters, but who may nevertheless apply what they learned to their own agency or program.

This understanding of universal aspects of service quality, and the distinct but related ability to abstract out components and assign levels of quality, are the two global competencies which PASS usage requires. Training must therefore be structured around such goals. The first of these two areas might be called 'service quality orientation', and the second 'technical-judgmental rating skills'. In the following section, the training methods appropriate to development of each of these areas will be discussed, and some practices and principles in their development reviewed.

The set of interrelated concepts and values which enable one to have a clear service quality orientation are strikingly absent in most professionals — how much so, and how much literally beyond belief, many discover for the first time via PASS training. The values which normalization implies and demands are also contrary to many norms which currently permeate human services. (The analysis of the real values of human management systems today—particularly services for devalued people—has been addressed in innumerable studies and historical works.) Because of the extensive unconsciousness of the value-based nature of service practice, too little attention is usually given to identification, analysis, and development of such a quality orientation. At the same time, each human service worker is usually involved in extremely complex and demanding work which may be very personal. As a result, most professionals today are very much committed to their service or agency and to its (typically unconscious) value system. In fact, the longer one has spent in a human service career, the higher the chance is that one will be both highly committed to that career and unconscious about some of its most pervasive values. The discipline of sociology has examined such dynamics as under the rubric of 'occupational socialization'. A growing body of knowledge and evidence supports the notion that professionals' beliefs and attitudes are much more conditioned by their work than the other way around. As a way of breaking this cycle of occupational conditioning, PASS training must gain entrance into the professionals' value system through a demonstration of present service values. In a value-centered but empirically consistent way, it must then enable the construction of new values which are accompanied by a new service quality awareness.

The value system has many important dimensions, some independent of each other. For instance, 'humanism' does not necessarily correlate with identification with wounded people; and neither of these is necessarily tied to an individual, highly personalized service orientation, or to internalization of the principle of normalization. In this volume, we are not even dealing with some of these and other dimensions, but primarily with normalization.

The normalization principle itself is an extremely complex concept with multiple implications which break sharply with the past. As discussed in Wolfensberger's (1972) text (mentioned earlier), normalization has both theoretical and practical implications and consequences at levels from individual personal behavior to the largest societal structures. In order to comprehend the principle, one must understand human behavior as well as aspects of societal-level sociological and economic dynamics.

Furthermore, the normalization principle is concerned with the connotations and interpretations of actions and structures. This emphasis, which has its roots in the social definition of deviance and empirical findings on the power of role expectations, adds tremendous cohesiveness and complexity to the theory. While this depth increases the comprehensiveness of normalization, it makes its understanding more difficult.

There is currently widespread use of the term 'normalization' without equally widespread understanding or even internalization of some of its most critical implications. This is particularly true in regard to the social interpretation of devalued persons. Earlier definitions of the principle stressed normalized activities, ambitions and life supports for handicapped people, without addressing the issue of interpretations. We thus find today many persons speaking of normalization in the context of segregated and total care institutions — a contradiction in terms.

The complexities and ramifications of normalization must be 1 — grasped, and 2 — internalized before competent use of PASS is possible. This is true since PASS, in effect, operationalizes normalization. PASS offers a definition of normalizing service practice in at least 34 of its 50 ratings. The first critical determiner of PASS training, both with respect to normalization and to evaluation, is that the training structure and processes must enable learners to comprehend an extremely rigorous concept which is deceptively complex though simply stated.

A second major influence upon the design of PASS training is the value-permeated nature of normalization, and of other ratings of PASS itself. It can safely be said that understanding of normalization (and thus PASS) is impossible without commitment to its implications, but that an understanding of the principle will usually lead to a commitment to its meaning. However, because of the high likelihood of interference from earlier and largely unconscious values, any training or learning structure for PASS or normalization is facilitated by a suspension of old values, and their critical examination in the light of other values and ideologies. It might be noted that most training programs, courses, and structures do not address themselves directly to their own values, and often are equally unconscious of the values of their learners.

The values of human service structures and programs of course leave an indelible mark upon workers in those programs. Through complex reward systems which have been documented in the literature on work and adult socialization in service systems, they often implicitly demand and obtain obeisance from their staff. This is not to imply that all human service workers are imbued with values antithetical to those of normalizing services. Quite to the contrary, there is a general orientation toward humanizing efforts which may indeed be the reason for the choice of profession, but this orientation toward human and quality service practices is interwoven with other values, e.g. the values of systems. It is also spiced with liberal amounts of *unconsciousness* about the value meanings of many practices, and with just plain inconsistencies, often due to one's upbringing, exposure to the pressures of the larger societal value systems, etc.

Human service workers, of course, will be the most numerous and most significant potential learners of normalization and PASS. It can be seen that there is a tremendous potential conflict in every professional or service worker or parent who comes in contact with PASS for the first time. The question of how best to allow for and generate the examination and analysis of values is thus a most important determiner of the best method of PASS training.

The above demands on the learning of PASS dictate several aspects of PASS training. The first requirement, that of a training model which can deliver understanding of a complex principle, is met in multiple ways. The content, sequence and structure of PASS training has been carefully developed, and a wide variety of teaching materials are used, including books, pamphlets, other written materials, and a wide range of audio-visual techniques. Content is presented for learning in a wide variety of ways, including lecture, discussion, correction of written material, practicum visits, and group problem solving. Finally, the selection and training of PASS trainers themselves has been carefully planned and controlled. As will be seen, each approved PASS trainer will have participated in at least three workshops in a variety of roles, will be generally sophisticated in human services, and will have been carefully monitored and rehearsed in preparation for training.

The second requirement of enabling and encouraging value examination and clarification is also reflected in the PASS training structure. A precondition to the examination of present values is the suspension of past and current associations with these values. This is why PASS workshops are best conducted on ' foreign turf ', a neutral territory which has no service-associated expectations or characteristics. At the same time, the training should strive to remove the participants from the time demands of their roles as service providers or consumers, lending distance and perspective in the dimension of time and duties as well as the dimension of physical locus.

Another requirement of the examination of values is that trainees must *experience* the values to be examined, not just learn about them cognitively. This requirement makes the choice of teaching tactics most critical. Experiences must be chosen which will enable the personalized, critical, and interpreted immersion in service value systems. This requirement is met by the practicum experiences in PASS training, and by some of the teaching techniques and strategies used on the initial days. Rather than a simple knowledge of these techniques, an understanding of their structure and principles is important.

Any training which is value-centered must itself be consciously value-laden. It must involve trainees in the practices which values dictate, and enable them to be involved in an open way which allows later examination of the experience. It must finally offer an opportunity for highly conscious evaluation of the experiences, and of the values and practices which they signal. These functions are built into PASS workshops in the conciliation and self-criticism sessions. The importance of these sessions, and of leadership behavior in these sessions, are thus beyond the cognitive interpretation of issues.

Skills and qualities involved in the use of PASS

A hierarchy of skills is required to use PASS, and to train others to use it. Some competencies are necessary at all levels of utilization; some are specific to certain aspects such as team leadership and training. Complementary to the necessary skills are personal characteristics which are important for various roles in the use of PASS.

Needed rater characteristics

1 In order to be an effective PASS rater, it is necessary for a person to have a sophistication about human services in general. This sophistication is not necessarily acquired only through work in human services *per se.* To a certain extent, however, experience in or with human services is important in understanding them. Sophistication in human service functioning implies an ability to size up the general qualities of a service, to have a sense of the meaning of common service practices, and to be attuned to clues about agency functioning.

2 This awareness is prerequisite to a second PASS rater competency: sophistication in assessment of services itself. A complex range of skills is involved in service system assessment, and many of these skills apply to other approaches besides PASS. The ability to observe, and perceive the observed; to distinguish the good from the bad and the important from the trivial is critical even in making informal judgments about quality, but is absolutely essential in PASS rating. Familiarity with evaluation practices in general including good research methods general to any field, is very much akin to the assessment sophistication referred to here.

3 A third critical competence or perhaps characteristic of PASS appliers is objectivity. In simplest terms, objectivity means an absence of defenses that would filter out observations, or of such overpowering personal needs as to distort perception. It will often also mean a freedom from the conflicts of interest that each of us is apt to feel in regard to things we identify with. At a higher level, it implies the ability to separate oneself from the larger gestalt of an observation,

and to focus clearly on the observation itself and what it implies. Objectivity implies seeing the forest, but also being able to distinguish trees within it, and to look at data rationally and dispassionately. In no way does objectivity mean or indicate a lack of commitment or of a sense of identity and identification with quality and values in human services. In this sense, being objective is an ability, rather than a trait.

4 In fact, personal commitment itself is a quality which is increasingly important at higher and higher levels of use of PASS, particularly in training. The components of this commitment are several, relating mainly to a person's willingness to become fully involved in and dedicated to the task at hand. For PASS raters, therefore, there must be a strong commitment to any assessment entered into, and a willingness to work as hard as is necessary to deliver the highest quality assessment and report which is possible.

5 A fifth characteristic which is definitely necessary in PASS rating, as well as training, is intelligence, primarily of the verbal type. The ability to conceptualize and analyze at a rather high level is absolutely essential in making many PASS judgments. The PASS rater is the key link in the system. Since the rater must observe a total agency and then separate out fifty unique but intricate elements, rendering a judgment about quality on each, the ability to differentiate and integrate is most definitely involved.

6 One of two technical skills which are very useful (though not every rater needs to be equally skilled in them) is interviewing; the second is ability to observe, in the broadest sense. There are a great many texts on interviewing which a rater might study, but, of course, a great deal can be learned by skillful observation of accomplished PASS raters conducting evidentiary inquiries.

7 In regard to the process of observation raters must acquire, possess, and ever improve skills and habits of accurate, objective, incisive, and also efficient observation. This ' observation ' does not merely consist of a physical sensing of objects, persons, and events, but a combination of spontaneous and non-spontaneous (planned and rationale-based) perception and interpretive digestion of reality.

Many raters could profit from systematic training in these observational skills. Some universities even teach courses in observation. Resources especially recommended are R. Bogdan's *Observing in Institutions* (No. 2 in Notes from the Center, Syracuse, N.Y.: Center on Human Policy, 1972) which is really applicable to any residential setting, and his more extensive and general work on *Participant Observation in Organizational Settings* (Syracuse, N.Y.: Syracuse University Press, 1972).

Needed characteristics for and preparation of PASS training roles

All of the above competencies and characteristics provide a base for additional skills which are necessary for persons who will be involved as PASS trainers. Training itself, it should be remembered, involves different levels of expertise at different levels of responsibility. The following PASS trainer skills should thus be viewed as increasingly applying at various levels, from assistant team leader to the trainer of PASS trainers.

1 A basic requirement which may rule out some persons who would otherwise be able to be effective in the teaching role is a high level of commitment on a *variety* of planes — even higher than needed by raters. Most basically, there must be a strong commitment to the ideology of normalization itself, and to other distinct but related ideologies in human service delivery. This commitment must include understanding and knowledge as well as acceptance; and especially, it must extend to the more subtle implications of these principles. It also must be a mature and highly conscious position which assists a person to be able to rise above both defensiveness and excessive zeal.

The more concrete manifestations of commitment include the willingness to engage in many hours, days, and even weeks of preparation and teaching, as well as a readiness to engage in the self-examination and self-renewal which is essential for both personal and professional growth. Dedication at this level must be quite conscious, as indicated earlier, and must be well thought out in advance. The failure to sustain a high level of effectiveness, supportiveness, and rigor in one's work could be disastrous if it occurred during a workshop session critical to the growth of new trainees in skill and commitment.

2 A further set of abilities necessary in larger and larger doses as one moves up the ladder of PASS training roles relates to teaching ability. There are several components of this skill cluster.

a The most fundamental competency, critical at all levels of training, has to do with the ability to present the actual content of PASS effectively. Subsuming a grasp of the material itself, this ability requires lucidity in exposition, the skill of separating the wheat from the chaff in terms of relevance, and a knack for structuring a presentation so as to clarify the complex.

b A related skill, intimately related to personal discipline and commitment, has to do with the ability to maintain sharpness in interpretation and functioning throughout a long and arduous workshop. There are virtually no points where sloppiness in this regard will not be harmful, as the intellectual aspects of the workshop leadership tasks progress from lecture and interpretation to site observation, teaching in the conciliation session, editing written reports, and finally drawing the workshop to a cohesive close. Many participants' learning will be enhanced by this continuous sharp and precise analysis and availability as much as by any other teaching factor.

3 A third set of teaching abilities has to do with the technical and conceptual mastery of the materials, resources, and equipment which is used as teaching and functioning aides throughout the workshop. This implies more than knowing when to turn the slide projector on and how to use overhead transparencies effectively, although mastery of these and related processes is essential. A complex set of teaching aides and materials useful in PASS instruction and application has been developed and is continually being revised and updated. Familiarity with and access to these materials is useful both in keeping in touch with the development of the PASS technique and in actual presentation.

4 Closely related to mastery of resources is the skill of revising and developing even further ones. There are at least three reasons why this is important: the trainer learns from

such activity; there will always be a need for new materials, particularly slides illustrative of various projects, rating clusters, or issues; and materials which one has developed oneself tend to support more authoritative and effective interpretation.

5 A high level of skill in the writing and editing of reports is also an important competency of PASS trainers. While discussed in a separate narrative dealing with the writing of reports, it should be emphasized that the writing/editing process summarizes PASS assessments. Skill in this regard is thus highly indicative of skill in many other aspects of PASS use. For this reason, completion of at least one model report, and the editing of several others, should be considered a prerequisite to advanced PASS leadership or trainer status.

6 A distinct cluster of skills relating to effectiveness in groups is important at all stages of PASS training, but particularly at the team leadership stage. Perhaps related to but quite distinct from teaching ability, these group process skills are necessary in establishing a work atmosphere within teams, maintaining a high rate of productivity in the group, and keeping the tone of meetings comfortable and warm. While some group leaders have been most effective using highly structured and goal-centered leadership styles, the ability to maintain a relaxed yet productive atmosphere is certainly a desirable characteristic of leaders.

7 In addition, possession of some particular skill, knowledge, or identity related to a service operation, or to some aspects of PASS itself, has been found to be most helpful for PASS trainers as well as raters. Examples of such areas of expertise might be: knowledge of budgeting and accounting, familiarity with administrative patterns and practices, awareness of current teaching materials and methods, high expertise in a particular profession or service area, etc. One particular experience which has strengthened some PASS teams has been working with a team member who is the parent of a handicapped child or adult. There is a need for more and more parents to become familiar with the PASS technique, both because of what they can offer other PASS raters and because of the usefulness of their perspective.

8 Participating in PASS training is a deeply stirring experience for many trainees. It can bring profound organized satisfaction where previously there was only an intuitive awareness that there had to be a better way; it can excise cancers and leave a bleeding hole, scramble defenses, or induce a defensive panic. All this requires that in addition to his intellectual and technical requirements, the PASS trainer must make himself available emotionally as a father-confessor, counselor, sounding board, therapist, lightning rod, and scapegoat.

9 A final but very important trait of PASS trainers might simply be called stamina. It is necessary for trainers to physically and emotionally outlast workshop participants for two reasons. First, there is a tremendous amount of work to be done during workshops (e.g. editing) which can only be done while the trainees are resting. Second, the important message of commitment and discipline will only sink in with new PASS users if they see it ' in the flesh '. Although this may seem a peculiar or minor matter, its importance is often grossly underestimated. Part of the power of PASS, at least in this early stage of its development, is that it is one tool of a human services movement which must be more committed, effective, and concerned than the leaders of the *status quo.* This high level of dedication may in some cases be as important as the ideological principles themselves in capturing new allies. Experience has shown that many PASS workshop participants, who early in the workshop complain about long hours and high demands, come to accept and even demand a higher level of involvement of themselves and others as a result of being exposed to role modelling in commitment coupled with achievement.

Minimally, trainers should have undergone an introductory workshop, attended a second introductory workshop or advanced workshop at which they conducted successful team leadership, and conducted the training at yet another introductory workshop *under the full-time supervision of an established, successful senior trainer*. Usually, it is also essential that the candidate engage in a number of field PASS experiences in a broad variety of settings.

Persons who wish to arrange PASS training are encouraged to inquire with the authors as to individuals who are considered qualified trainers. The 'certification' of such trainers has been considered, but no steps toward such formalization have as yet been taken.

The organization of PASS training: general points

Ideally, an introductory training session should be six days long, and should involve field visits on the third and fifth days. The fourth day would be devoted to writing a report on the experiences of the third day, as well as the evaluation of a proposed rather than existing service. However, because of time restrictions, the introductory PASS workshops which have been held to date have typically taken five days, of which the first two were spent in background and theory, the third and fourth day assessing one service each in the field, and the last day given to scoring, conducting conciliation sessions, report writing, evaluation of the workshop, review, etc. If a residential facility is being rated, the evening of the second day may be used to visit with the residents, returning the third day to obtain additional program and administrative information.

A typical skeleton schedule of a five-day introductory PASS training workshop is provided in Appendix C. It will be noted that during one of the first evenings, a social event has been scheduled. Such an event held rather early during the training, either on the evening preceding the first day, or on the evening of the first day, plays a very important part in enhancing the *esprit de corps* of a PASS workshop. Also, opportunities should be provided in the schedule, and by the physical arrangements of the accommodations, so that trainees can get together informally in the evenings, during mealtimes, perhaps in the residences in which they may be staying during training, etc.

Toward the end of the training workshop, all trainees need to come together in a plenary group and review their experiences. This is probably best accomplished by having a reporter from each of the practicum field trips summarize the experiences and impressions of that particular group. Here, it has been found to be very useful to start this series of feedback reports with the most skillful and rehearsed reporters, so that subsequent reporters can take their cues from earlier ones. In six-day workshops, it may even be desirable to bring all trainees together for a plenary session soon after the first site visit so that the various teams can learn from each other before they go into the field for their second practicum training experience.

The report that is given to all the trainees at the plenary session on the last day of a PASS training workshop should not merely cover the PASS results, but include a description of the nature of the service, its special features and challenges, etc. This kind of reporting and recapitulation near the end of a training sequence has been found to be extremely useful, since it provides an opportunity for all the team members to benefit from all the practicum experiences of all the other teams, and not just from their own two practica.

Trainees have been very variable in the extent of their preworkshop preparation. In order to assure that they read and study their materials prior to arrival, it may be useful to send out announcements that a test on normalization and PASS will be given to them at the beginning of the workshop. Test items to that effect have been developed and are available on a restricted basis from the authors.

As part of the educative process, it is very important that the team evaluates itself thoroughly in their last meeting. This includes every team member evaluating first himself, then the leader and other trainees. The leader also should conduct a self-critique. This process is important in helping each participant determine particular strengths and weaknesses, his or her need for further experiences or training, and readiness for more advanced participation.

At the end of the last day of a workshop, the various leaders should meet with each other after the trainees have left, and conduct a thorough evaluation of the workshop, each other, and the trainees. Again, the potential of each trainee for more advanced training, future ratership, or leadership should be determined, as well as the strengths, weaknesses, and readiness for more advanced tasks of the leaders themselves.

Other arrangements of PASS instruction beside the five-day or six-day workshop are possible if trainees are all from the same immediate area. One alternative schedule would be to cover the two days of initial training in a large group on one or two weekends, allow teams to arrange their own practicum visits over a three to six week period, and then to come together for another day to report summarize, and interpret. Such a schedule has strengths and weaknesses which should be noted. It would be possible, given dispersed practica, to spend more time on report writing, to follow up with tours and interviews after the initial one, etc. There is thus more total time available than in a five-day workshop, when virtually every minute counts. A weakness of such an arrangement would be that continuity and intensity would be lost, and some details perhaps forgotten. Despite some weaknesses, such alternative training schedules should be considered particularly in those contexts where the trainees are consumers who are unable to get away from home or work for a five-day stretch, and for whom such time frames may be the *only* way to obtain PASS training.

Leadership roles in PASS training workshops

One person should be responsible for overall management and direction at a training workshop. The senior trainer present must assume this responsibility, at least in the sense of assuring that all aspects of the workshop are properly prepared and conducted. In many workshops, the principal instructional and leadership tasks will be assumed by a trainer-in-training, i.e. a junior trainer. Whether such a person does the bulk of presenting, or whether the senior trainer does this, the central responsibility for the workshop should be fixed upon the senior trainer. Also, where the local arrangements for the workshop are in the other hands, the senior trainer should retain enough control to assure that these arrangements are appropriate.

The junior trainer role has evolved as the best way to develop skilled instructors and trainers while maintaining quality in presentations. As indicated, the junior trainer will do most of the large-group instruction on the first two days. In addition, he or she will manage the feedback and evaluation process of the last day, and usually assume one of the team leadership roles discussed below.

In introductory workshops, it is usually desirable for one person on each team to play all team leadership functions, and to do so for all the site visits and conciliations of that team. However, this single-leadership approach is not essential; and particularly in advanced workshops, there is a great deal of merit in dividing the leadership functions into its components, of which there appear to be six.

1 Local arrangements leadership for the team, including transportation, meals, clearing last-minute details with hosts, etc.

2 Inquiry leadership, which would consist of conducting the inquiry with the senior staff members of a host agency.

3 Conciliation leadership, which refers to the conduct of the conciliation session. Aside from its decision-making aspects, the role of the conciliator is very heavily one of the teacher. During conciliation, PASS aspects must be taught, distinctions must be pointed to, errors must be identified, data overlooked by team members must be brought to the fore, etc.

4 Editorship, for team assessments in which members will produce at least a modest report, and where these reports must be consolidated, together with additional material, into a final report.

5 Writing leadership, which would imply writing at least a rough draft of the final report in those instances in which team members are not submitting individual reports which need to be subsumed into a single final report.

6 In addition, and especially for advanced PASS workshops, it is virtually essential to also have ' floaters ' who are senior trainers who back up the leaders of at least two but hopefully no more than three teams. These floaters should be very highly skilled senior workers with a great deal of PASS experience who drop in, on a rotating basis, on the two or three teams whom they assist, sampling the various services, and sometimes taking mini-tours so as to get at

least enough acquaintance with both the overview and the clinical aspects of these services to be able to assist team leaders in their interpretation, conciliation, report writing, etc. The role of a floater would be explained to the host agencies, so that they are not disconcerted by the fact that someone may be popping in two or three times during the assessment, and may wish to take a quick look around the facility perhaps apart from and much faster than the team as a whole. If the floater is a local person, one option is for him to do a tour of the facility prior to the workshop itself. Floaters also play a major role in the editing of the reports, either by editing the editing of the team leaders, or by editing those reports from the participants which team leaders were not able to edit in the course of the workshop itself. Here, the leaders should keep in mind that learning to write reports is one of the major foci of advanced PASS workshops, and that this implies that leaders must do a great deal of editing overnight. It is here where a floater can take a great burden off the shoulders of the team leaders.

In order to provide as many people as possible with leadership experiences, it is also possible (though not always desirable) to have some leadership tasks (especially inquiry and conciliation) conducted by different people for the different practicum settings of a team within a workshop. Especially where a team assesses more than one service, there could be different ones of the more advanced trainees who might assume a leadership role for only one of these practica, with another trainee revolving into the role for the other assessment, except that for roles 4 and 5 , only one each would typically be needed. However, many of the roles cannot be assigned to participants who are attending their first PASS training workshop, since they would not be properly prepared for the task. This is one major reason why one individual (the team leader) typically plays all or most of these leadership roles in introductory workshops. Also, where there are several types of leader, it is essential that one person is designated for overall leadership and coordination for all (typically two) practicum events, so that there is no role conflict or chaos. Usually, it is best for a conciliation leader to play this role.

Prior to a workshop (e.g. the night before), plus possibly again during it (e.g. just before the field visits), the senior trainer should review responsibilities, arrangements, and other details with all the leaders — including those details one might have assumed to be understood already.

Obviously, the talents for different types of leadership are not the same, and a person might very well excel in one and do poorly in another. Not many individuals can excel in all of them. The following sections discuss duties of various leaders more fully.

Responsibilities for local arrangements

The task of coordinating a workshop is complex and will vary according to local conditions, the size of the workshop, and so on. Nevertheless, the arrangements made in advance will very much determine the quality of the workshop. This is particularly true of the arrangements made with practica sites (agencies or services to be visited by rating teams). Because of the importance of complete preparation, the role of coordination is critical. Preparation must begin well before the workshop, preferably two to three months in advance. Arrangements with agencies, the training site, etc., will require several hours per day spread over a period of up to two months. The total time investment for coordination will probably be equivalent to at least two weeks of one relatively senior person's time.

The major tasks of coordination of advance arrangements have to do with ensuring that site visits are productive. It is necessary to establish dates and times, ensure mutual understanding of responsibilities, firm up and double-check a host of details, and secure and duplicate documentary materials. In some instances, the host agency provides so much documentary material—but only in a single set—that it is not feasible to reproduce all of it for distribution to every team member. In such instances, the essential pages should be reproduced for distribution to every member, with the rest of the material being made available on a rotating basis to the members of the team, to be read overnight, early in the morning, during breaks, during mealtime, etc.

Routinely, there should always be one more team and its corresponding practicum sites than is needed, so that if one of the practicum sites cancels out, a team could be disbanded by redistributing its members across the other teams without making these excessively large. Additionally and alternatively, it is advisable to have approximately two back-up sites available, where the hosts are willing to provide the necessary service on perhaps as little as a day's notice.

In a training exercise, the structure between the assessor and the assessed is totally different from that of a *bona fide* assessment. This difference affects many considerations and proceedings. The biggest consideration is that the host agency is doing the assessors a favor rather than vice versa, or rather than the assessment being imposed externally. This means, among other things, that the host must be courted.

Those aspects which have to do with the understanding achieved with an agency that is to be assessed have been discussed in Part II in the section on preparation for and conduct of an assessment. In addition, Appendix B provides a sample of an information sheet which was designed to be forwarded to a potential practicum host prior to finalization of arrangements, so as to also aid in establishing with a reasonable degree of certainty an understanding of the mutual responsibilities and expectancies in a training assessment. The Appendix A also contains a guide to PASS assessment (Recapitulation of some basic guidelines for PASS raters) which is used by the rating team. This document is also sent to the potential host, so that staff are informed about the instructions under which the trainees will perform their assessment.

Characteristics and selection of team leaders

Characteristics of training leaders have already been described. A team leader must be a person of considerable strength of personality and physical and emotional stamina. He should be capable of diplomacy, friendly and personable. Prior participation as a trainee in a PASS training workshop is essential to good team leadership, and additional field experience with PASS is desirable. Every team leader should have a strongly positive attitude toward the PASS technique, as well as a commitment to ensuring a successful, rigorous workshop. Hopefully, a team leader will have a broad experience base in human services generally, and specifically in the types of services his team will visit for practicum experience.

It may help if the team leader is familiar with the site being visited, especially if he is trusted and respected there. He can then more easily ask direct questions which will elicit the needed information.

Aside from PASS competence, perhaps the three most essential abilities of team leaders are skill at teaching PASS during and via conciliation, strong personality to persist in the face of rating disagreements with team members or even the whole team, and stamina to outlast the team in its around-the-clock work.

Team leaders' responsibilities in a PASS training workshop as a whole

The activities during the first two days of an introductory workshop are largely in the hands of the trainer(s). The major role of the team leaders commences at the point at which the general introductory and theoretical training of the workshop ends, and when the trainees are ready to go on their site visits. Generally, team leaders do not carry major responsibilites for the organizing of the workshop as a whole, nor even for the arrangements for their trips to the specific practicum sites. Instead, the senior trainer usually has taken the necessary steps to ensure that the training settings have been adequately briefed, and that a suitable package of material has been prepared for each member of the practicum teams.

Team leaders may be expected to arrive at the site of the PASS workshop as much as a day in advance of the course, to assist the senior trainer with last-minute preparations and organizational details. Also, it is often advisable for team leaders to be prepared to stay later than the other trainees on the final day of the workshop, in order to review their own performance with the senior trainer, and discuss to what extent the goals of the workshop have been achieved, the kind of experience it has been for the trainees, how its content and process could have been improved, what implications for future action there may be, etc. In every case, team leaders should consider themselves assistants to the senior trainer, realizing that responsibility for the success of the training session is partly theirs.

The responsibilities of a team leader may vary somewhat, depending upon the specific circumstances of a training workshop. For instance, if the workshop were to be held in his geographic area rather than the senior trainer's, the latter may request the team leader to contact the practicum agencies, perhaps be responsible for the assembly of reading packages about each practicum agency for each team member, or other local arrangements.

Matching of team leaders and trainees in constituting teams

At some point—typically the evening of the first or second day of the workshop—the trainees will be divided into subgroups, matched with a team leader, and assigned a room or area in which to do their work as a group. The assignment of participants to certain teams will usually be done by the senior trainer with the advice of the team leaders, although some input concerning preferred site visits should be solicited from the trainees. It may not be possible to give each person his first choices, but second preferences at least can usually be accommodated.

Considerable thought should be given as to which trainee should be assigned to which group, and which team leader should head each group. More senior and sophisticated trainees should usually be grouped together under a more sophisticated team leader. Also, a novice team leader should be placed at the head of a group of trainees who are less likely to constitute such a challenge to him as to jeopardize his leadership function.

Assignment to groups should also be influenced by a trainee's orientation, and the loyalties which he holds to various specific services, service categories, or service concepts. It has been found in other training sessions that a trainee often performs poorly when he evaluates his own service, a service with which he is personally involved in other ways, or even a service very similar to his own. His defensiveness will generally be high, and his eyes will often be blinded to many important things. Specifically, he is often preoccupied with the explanatory 'why' of a weakness, rather than the factual 'what' i.e. the clear perception of its existence. Of course, it has sometimes also been found that a person involved with an agency he evaluates may be especially critical. However, usually, if assigned to assess a somewhat different service, he will often be able to approach his task much more open-mindedly and less defensively. It may, in this case, be easier for him to internalize the principles which later permit him to assess more objectively, and with an entirely new perspective, the type of service to which he has intense loyalties. Thus, the head of a child development agency might learn PASS best if he first assessed an unrelated service to adults, and then a service for children which is in at least some significant dimensions different from his own.

Generally, a trainee should not be assigned to a team that assesses a service with which he has had a conflict, or where there are senior staff with whom he has been in appreciable conflict.

Whether or not the leader and/or the group should stay together for both experiences is an unsettled question, with pros and cons on both sides. On the one hand, where there are a limited number of senior team leaders, it is desirable to rotate them among the groups so that trainees will be likely to have been exposed to a practicum under at least one experienced leader, and perhaps under different leadership styles. Furthermore, different trainees will derive differential benefits from specific practicum sites, and reconstituting teams after each site visit does have the benefit of maximizing the impact for each trainee. On the other hand, staying together generally has a very positive effect on group cohesion, *esprit de corps,* and follow-through on specific experiences and learning issues. For example, if the teams stay together, follow-up work on the first site visit is possible even during and after the second site visit, without complicated shifting of schedules, and of trainees from group to group. From past experience, we have concluded that generally, wherever adequate team leadership is available, it is more desirable to keep the leader and his group together throughout, and a senior trainer should not experiment with the more complicated arrangements until he has experienced success with the simpler ones.

Each team leader should make it his business to become relatively familiar with each member of his team. Optimally, a practicum group would be relatively small, but shortage of skilled team leaders often necessitates that groups be large. Groups as large as seventeen have been found to be feasible if team leaders are highly skilled, but this size does strain the capabilities of the systems involved. On the other hand, very small groups are not necessarily optimal, since much is to be gained from the give-and-take, and the various backgrounds and experiences which are more apt to be assembled in a moderately-sized group of perhaps ten members. Also, a group of eight to twelve persons will usually fit into two cars, which constitutes a caravan of quite manageable size, in contrast to caravans of three and four cars, where communication and communality of experiences is often lost. It is highly desirable that trainees travel in the minimum number of cars, so as to afford maximum interaction among them, not merely during the practicum site visits, but also on the way to and fro.

Generally, it is much to be preferred if the senior trainer himself does not act as a team leader, and instead makes himself more readily available to all teams, and 'floats' from one to the other. Of course, this is only possible where enough qualified team leaders can be marshalled to cover all the teams.

Assistant team leaders

In addition to team leaders, it is also very desirable to appoint assistant team leaders who would play a number of functions—especially if the team leadership is not further subdivided as discussed earlier.

1 They understudy for the team leadership in case the anticipated team leader is unable to perform his functions.

2 They assist the team leader in a potentially large number of small tasks and details so as to facilitate his work. Particularly during PASS training workshops, a conscientiously executed team leadership may mean that team leaders get very little sleep during the workshop, and they therefore can use some help.

3 Assistant team leaders can also play a major role in helping with the editing and construction of the final report on the facilities assessed.

4 Finally, during PASS training workshops, assistant team leaders can function as reporters of the group process and outcome in their particular practicum group.

Team leaders' responsibilities for the site visit

The site visit, which is the major portion of each practicum experience, has the following stages, each with implications for preparation and responsibility on the team leader's part:

A Pre-workshop preparation.

B Team briefing session prior to the visit.

C Site visit itself.

  1 Tour of the neighborhood.

  2 Inspection of building exterior and grounds.

  3 Contacts and site tour.

    a Interview with senior staff.

    b Tour of project interior.

    c Interviews with ' line ' staff.

    d Interviews with clients.

  4 Completion of individual ratings.

  5 Supplementary tour or interviews, if necessary.

  6 Finalization of individual ratings.

D Return to training site for conciliation.

Each of these components of the site visit will be briefly reviewed with special reference to the responsibilities of the team leader.

Pre-workshop preparation for the site visit

If the team leader is a local person, or if he or she arrives a day or two early for the workshop, as is suggested, a portion of time before the workshop begins should be spent in reviewing (sometimes screening prior to copying for trainees' kits) the documentary materials prepared by the host agency, and possibly in a brief visit to the facility itself. This preparation will enable the leader to best organize the practicum experience for trainees' learning, and to gain some perspective on particular issues or problems which the agency may present.

In instances where it is known which trainees will be assigned to which groups and practicum sites, it may be highly desirable to direct the trainees to specific readings which prepare them for their task. This is particularly important in instances where trainees assess a service with which they are not familiar. Even where familiarity already exists, there may be some readings which can greatly improve the astuteness of a trainee. For instance, trainees who for the first time assess a psychiatric-type service would be strongly urged to read or re-read the chapter entitled ' Implications in the Field of Mental Health ' in Wolfensberger's 1972 text on *Normalization.*

Team briefing session prior to the site visit

The team leader should meet with his team the evening before each site visit. If the packages of reading material for the next day's visit have not yet been handed out, they should be distributed to team members so that the trainees may study them thoroughly before the visit. The team leader should also assure himself that every trainee will have the necessary materials with him, that everybody is briefed as to how to get to the site, that schedules are agreed upon and understood, that all procedures are defined and clear, etc. The ground rules should also be reviewed, even though they may also be contained in handouts. Especially prominent should be reminders toward courtesy, punctuality, and tact. This is the appropriate time to review the various sets of guideline materials which the trainees have received upon course registration (e.g. Appendices A and D). It is highly desirable that a full and detailed list of all the members of a team be available to each team member shortly after the teams are constituted, and hopefully during this briefing session. The trainees should also be informed as to the sequence and conduct of the inquiry sessions.

The team leader should make it clear to his team that he will play the major and leading role in conducting the sequence of inquiry with the practicum host agency. Under training conditions, there is rarely as much time available as under *bona fide* assessment conditions, and many trainees tend to get lost in fragmented, redundant, interesting but irrelevant, and/or fruitless lines of discussion and inquiry. Thus, the team leader must be established as the person who will be responsible for keeping the group on schedule and keeping the line of inquiry to the point. Trainees must also be prepared for the fact that the team leader will not, and indeed in most instances cannot, afford to hesitate to cut off an irrelevant, unproductive, undiplomatic, or premature line of inquiry by a team member. Even inquiries which are interesting but do not contribute to PASS evaluation may have to be truncated. Some of these and other preparations for site visits in general have been covered in Part II, and should be reviewed.

Departure for the field setting

The departure time (usually in the evening or early morning) should be pre-set and adhered to. Team members should be informed that if they show up too late, they should call a cab and arrive on their own.

Tour of the practicum agency's neighborhood

In conducting site visits, the team should be systematic in forming an image of the service project even as it approaches the location. Upon approach, note should be taken of the nature of the location, the type of area or neighborhood, the physical context, and the impression an observer is likely to receive from all the above.

In addition, an effort should be made to converse with residents or other persons in the area, such as patrons of local shops. This information will often be useful in judging clients' image, and the image of the program. Because of the importance of this area tour, the team should plan to arrive in the area 30-45 minutes before scheduled arrival at the project itself.

Inspection of the building exterior, grounds, etc.

Before entering the facility itself, the team should examine informative features of the external design, appearance, name signs, etc. of the building itself. The role of the team leader here, as throughout the site visit, should be to focus the observations of team members, to point out details which might be either particularly significant or otherwise missed, and to act in general in a training capacity with reference to the tour. In this context, it should be noted once more that there exist references and guidelines on the examination of service settings. One of these which is particularly recommended is the earlier-mentioned *Participant Observation in Organizational Settings* by Bogdan (1972), and which is relevant at least in part to all human service settings.

For training assessments, it is very important to enter the building itself *as a group,* and not piecemeal (except for those who overslept and had to take a cab). Where the team travels in several cars, they should assemble in the parking area prior to entering the building.

Contacts with agency personnel, and site tour

The tour of the project interior should include interviews with senior and supervisory staff; direct service, line or clinical staff; a guided tour of the project; and interviews with clients of the project. While the structure and goals of these components have been reviewed elsewhere, the team leader should be mindful of several responsibilities of his or her leadership. One of these is that when meeting significant contact persons within the agency, the team leader should take pains to introduce the entire team, and if at all possible, hand out a copy of the team list to help the contact person orient himself. In such introductions, hosts are generally more interested in the team members' background and current roles than in a list of names. Nevertheless, these names should be provided.

Interview with senior staff

The most effective interviewing technique may be described as a ' structured probing interview. ' In this type of interview, the Inquiry Sequence form is the basic guide for questions, but whenever bits of information or clues arise which are globally useful, not likely to turn up in other contexts, or indicative of important material, the interviewer should probe this area until useful data is exhausted. This type of interview requires great discipline on the part of the questioner, and tremendous familiarity with the questioning material. The team leader must know when to go on and when to look deeper in a particular area. In addition, the team members should be alerted as to the method to be used, so that they may follow the sequence and learn the technique themselves.

It is often necessary to let the host ' do his own thing ' before one can discipline him into following the sequence of inquiry. Sometimes, a host simply has to get some things off his chest before he can relate to a more sequential and focussed PASS inquiry approach. An important process is to strike a proper balance in the level of questions to be asked of contact persons who function on distinct levels. This implies that questions about project management be asked primarily of senior staff, that information about clinical practices be obtained primarily from clinical supervisors and staff, that questions about experiences and activities be directed to clients, etc. It can be unproductive and frustrating to the person being interviewed if executives are asked about minute program details, or direct service staff about the budgeting system. However, at the same time, it is important to determine if executive staff are excessively detached from clinical processes, if junior staff do not know how the organization is operated (this often reveals shortcomings in inservice training), etc.

Guidance by the team leader is essential during the interview with the single major agency leader, and also during any interview or conversations with other staff and clients. During the rest of the site visit, the critical concerns the leader must keep in mind are the limited nature of time for this component (which necessitates many decisions about when to cut off unproductive experiences), and the need to keep the rating/training team together so that all experiences are shared. If the team does not share the same experiences, the process of coming to consensus on ratings (which is a key part of the learning process) will be marred by the inclusion of confusing material which only one or two raters may have shared. (This is not an issue in *bona fide* assessments by trained raters.)

Individual ratings

When the team leader decides that sufficient evidence appears to have been collected through the interview with senior and other staff, and via the necessary tour of the site and facilities, the group should repair to a place where each member can quietly and individually make all the ratings. This process should take about two hours, if done conscientiously. Optimally, rating is done at the practicum site: in a staff room, lounge area, or similar place.

Supplementary tours and interview, if necessary, and finalization of individual ratings

The reason for completing the ratings in the field is to give the group an opportunity to conduct last-minute inspections; or to ask last-minute questions of the hosts if trainees should find that they had missed some important point, or if they think of an additional issue that requires further collection of evidence. This is not always possible during training sessions because it might constitute an imposition upon the host, and compromises might be necessary. However, in a 'real' PASS assessment, rating in the field with continued access to the evidence is absolutely mandatory in order to ensure maximum validity of the rating until the last rating has been finalized.

Team leaders' responsibilities in regard to conciliation session

After all ratings have been finalized in the field, the team will return to its designated room or area at the training site and conduct a ' conciliation session '. There are two major and closely related requirements or objectives for the conciliation session: that the team come to a consensus or at least resolution on the levels of each rating, and that the session be maximally useful as a teaching/learning experience. Management of both of these processes is the team leader's responsibility. In fact, this stage of the training session usually requires the highest level of teaching and group leadership skill on the part of the team leader.

The usual method of arranging the conciliation session is for the team to proceed through PASS rating-by-rating. By show of hands, the team leader will determine and record (preferably one rating at a time) which levels have been checked off for each rating by the team members. The team leader will then either review, or ask a team member to review, the major issue which the rating at hand addresses. This identification of the principle on which the rating rests is an essential part of arriving at consensus, and also reinforces trainees' understanding of PASS and its content areas, e.g. normalization.

If judgments are unanimous, little or no discussion may be necessary if the leader feels there is common understanding of the principle involved, the relevant data, and the reason for the assigned level. However, in a training session, numerous discrepancies will be the rule rather than the exception, and considerable further analysis is often necessary. The recommended procedure in this case is to let trainees (especially those in the minority) explain why they have rated as they did, and to let the correct interpretation emerge and coalesce with a concensus, as it often does. If it fails to do so, the leader should become increasingly directive. Trainees who diverge from the leader's own judgment should be asked to explain their rationale, and unless it is apparent that the trainee is correct (which happens not too rarely), he should be taught the correct interpretation through a process of questioning, explanation, reference to the *Field Manual,* and discussion.

In instances where no group concensus can be obtained, *it is not necessarily the majority* who should decide. The unresolved issue should be explored and discussed at reasonable length, but if an adequate concensus among leader and group cannot be reached, there comes a point at which the leader should render an authoritarian judgment, and proceed to the next rating. After all, it is the leader who must take the responsibility for constructing an integrated analysis of the entire experience, and who must write (or be responsible for) the team's report. Thus, the team leader must adhere to principles in what he is doing, and should not merely acquiesce to a majority vote in regard to a particular rating. However, he should not rule out the possibility that he may have overlooked a bit of evidence or made an error in his own rating if he should find himself in a minority, or even alone. Also, when the team leader encounters a particularly difficult rating problem which is not adequately resolved during the conciliation session, he should request consultation from the senior trainer. There are times when the team leader indeed is the only one who has rendered a correct rating, and he must have the fortitude to override the entire team.*

The team leader is responsible for keeping a record of the final ratings agreed upon. However, it is often useful and pedagogic to also obtain a record of each trainee's pre-conciliation ratings, so as to be able to compare and demonstrate the usual decline in discrepancy among team members from the first to the second field experience.

Throughout the conciliation session, the team leader should also be mindful of the final product of each evaluation — the written PASS report. In many cases, the conciliation session will be a rich source of observations, interpretations, and recommendations, which any one person alone is not likely to be able to duplicate in breadth when writing a report. A record should thus be kept off these thoughts as they arise during the conciliation. While this is primarily a responsibility of the team leader who will write the final report, it will also be a disciplining and useful experience for trainees who have the responsibility of writing a briefer summary report after the first site visit.

At the end of each conciliation session, but particularly at the end of the second assessment, the team should verbally review the assessment, for three reasons. One is to prepare a report to the plenary group on the assessments. This report should factually describe the service in the briefest and most global terms, present the most overriding issues which were raised in the assessment, and evaluate PASS as an assessment tool with respect to the service. It should be noted that teams have very often failed to be precise and concise in making such reports, and have frequently been unable to look with any perspective at the major issues raised by a service.

The second purpose for the review is to summarize major points for the person(s) who will assume writing and/or editing leadership. Review for the purposes of reporting should be most painstaking, not only as a means of instructing a relatively inexperienced writer, but as a learning exercise for the other team members as well.

The third major purpose of this review session is simply to fix major learnings in the minds of trainees. If such an evaluation of major issues is not conducted, many trainees are not likely to be able to look at the assessment experience with any perspective.

Team leaders' responsibilities in regard to report writing

Every effort should be made to have the trainees write a report on their first assessment, covering at least the major points to be conveyed to the host agency in the final report. This usually means that they will work into the late hours of the evening (or more likely, the early hours of the morning). If possible, during the evening, relays of typists should be available to type and re-type these drafts. These typists should also be on hand very early in the morning of and during the second practicum day, while the trainees are out in the field. By the evening of the second practicum day, at the latest, each trainee should have in hand a clean draft of his own report (possibly already edited by a team leader), which he should edit once more during that evening. Because of the conditions under which they are produced, these reports must be considered very incomplete and preliminary. Nevertheless, having trainees go through the exercise of writing and editing reports has been found to be very instructive, as well as very disciplining to them.

In outlining trainees' responsibilities relative to this report, the team leader should stress that the report—of necessity incomplete—should identify clearly at least the major issues which the service is facing. Other issues, particular observations, etc., should be of a much lower priority. Experience has shown that this task of separating out the defining and critical aspects of an agency is extremely difficult for trainees, even those with strong backgrounds and reputations. The team leader's instructions must therefore be quite clear and succinct.

A copy of each team member's draft, as completed, should be given to the team leader who should read the reports overnight, and return them with his comments or editing to the trainees. The next evening, he will collect the copies which the trainees have further edited, so as to utilize them selectively in writing the official and final report. In all likelihood, different trainees will include in their reports both unique and non-unique elements, valuable as well as relatively irrelevant ones. The team leader can draw upon these reports and combine them with his own expertise and judgment in writing up the official report. For pedagogic reasons, it is desirable that wherever possible, he utilize passages, paragraphs, or at least verbatim sentences from the various trainee reports, to evidence to them his own involvement and care in reading their reports, to reinforce their efforts, and to strengthen their egos. Even in rather poor reports, there is usually at least one sentence which is worth salvaging or at least paraphrasing.

As indicated above, the second night of site visits will usually be spent in editing and revising the first report, rather than writing a second report. There are two reasons for this: there is much to be learned from having to correct one's errors or omissions rather than making new ones; and the requirement of two such summary reports would be extremely demanding. While no report on the second assessment is written the second night, the trainees should be responsible for making some notes to themselves on major issues, observations, and recommendations for the use of team leaders in report writing.

While the section on 'Feedback and reporting' has stressed the value of the PASS report to the assessed agency, ideal conditions within agencies do not always prevail, and a host for a training practicum may have little interest in the PASS assessment or its report. Their participation may be based entirely upon courteous cooperation with a training effort, rather than on any motivation to examine themselves, be examined, or be instructed in service strengths, weaknesses, and improvement. In fact, in training contexts, a frank feedback might bring about a breakdown in the relationships between the trainers and their sponsoring agency on the one hand, and the practicum site and staff on the other. Thus, careful thought must be given as to the extent and nature of

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* There is a saying among PASS trainees that one starts out reconciliating, progresses to conciliation, and when all fails the team leader imposes 'ciliation'.

the material to be included in the report that is forwarded to the host agency (see section on 'Feedback and reporting').

Where a report is written which is the result of a training practicum assessment rather than one obtained under *bona fide* assessment circumstances, special care in interpretation should be taken. In fact, since some agencies offer themselves as training practica on a strictly courtesy basis, a report to them need not be any more extensive or candid than the agency is able to relate to at that time. Otherwise, the agency will be lost for future practicum experiences. Furthermore, in the report it is important to underline that the raters are trainees, that they are new to the technique, and that their observations and conclusions may be tenuous. In instances in which the team leader was not a senior worker, and/or where trainees lacked experience and expertise in the type of service being assessed, it may be desirable to clearly indicate additional limitations of the report, and the areas in which uncertainty and possible error are most likely to exist. It may be pointed out that the ratings may have suffered in validity due to the training context, the large size of the trainee field team, the shortness of time, etc.

In order not to jeopardize the participation of the host agency in future training practica, training leaders should also take pains to ensure that the report to the host is delivered within a reasonable period of time, and that it does not contain any grossly invalid elements.

Under non-training conditions, or where agencies genuinely and eagerly solicit and value assessment, more complete and more direct reports should be given. Considerable discernment must be applied to this type of decision, so as to avoid either excesses or hypocrisy.

Even in instances in which only a truncated report is prepared for the agency itself (with copies for the trainees), it is often desirable (though not always possible) to prepare a complete report for distribution to the trainees only, so as to demonstrate to them the nature of such a report.

Actually, the presence of a senior trainer would probably preclude much faulty content, but there is rarely anything to be gained by making a point of this fact, and a defensive agency will usually take as much exception of a very minor observational inaccuracy as it will to a major interpretation with which it disagrees. Also, in contrast to *bona fide* assessment occasions, a practicum report is probably much less apt to meet defensiveness if it is presented in a non-authoritative fashion.

The final teaching responsibility of the team leader occurs after the final report has been completed, usually a few weeks after the workshop has ended. At this time, the final report should be sent to each team member, along with the initial draft which they wrote. The learning value of seeing a complete and carefully constructed report in contrast to what is usually written in a summary report should not be underestimated. Also, as mentioned elsewhere, release of the report for future training purposes should be sought in most instances, but this is the trainer's responsibility rather than the team leader's.

Advanced PASS workshops

To date, only a few advanced PASS workshops have been held. The experience to date suggests the following points:

1 Only about one half of the introductory trainees are suitable for advanced training, because such training tends to 'legitimize' rater status, and a large number of introductory trainees do not have the necessary characteristics, although they may learn and apply a great deal (e.g. normalization), and aid in the adoption of PASS.

2 Advanced workshops should run for six days.

3 The practicum sites should consist of very demanding, usually multi-component services. For example, a PASS team may evaluate a vocational services agency which operates a sheltered workshop for handicapped adults, a work activity center for aged persons, and a residence. In such a case, trainees will potentially experience systemic ratings (mentioned earlier), and will probably understand more concretely the applicability of PASS to systems of services as well as to discrete services.

4 Much more emphasis should be placed on reporting, written and verbal.

5 The workshop, and the teams, should be small.

6 The team leaders and trainers need to be the most senior.

7 Six days still only allow for two practica, but these will take more time each, and require at least one day in between for 'in-house' work.

8 Many advanced issues need to be discussed, most of them on the first day: assessment of soft services, problems with difficult ratings (comprehensiveness, intensity of relevant programming), recurring errors, etc.

9 A very desirable component of an advanced PASS workshop is to assign participants various exercises which may not merely give them an opportunity to demonstrate their skill on PASS, but which may also make a contribution to the future teaching, utilization, or perhaps even revision of PASS. Such exercises might include writing additional examples for different levels on some of the ratings, 'inventing' and thoroughly describing additional levels for some of the ratings, and making up objective achievement test items for PASS.

Persons who are qualified to conduct advanced training may obtain schedules of advanced workshops to date from the senior author.

Other types of training and dissemination

The rate at which PASS workshops are being offered is currently increasing, as the number of qualified trainers is increasing, and as PASS is drawing wider attention. Persons interested in training, and in becoming trainers themselves, may contact the authors for information on training opportunities.

However, there is also an increasing demand for PASS presentations of an overview nature, and this demand will almost certainly accelerate in the future. As experience is gained with a range of types, lengths, and settings of presentations, it is becoming clear that different goals and presentation formats are appropriate for different situations. Confusing these goals and formats may lead to weak presentations. The following section is an attempt to identify the basic goals and formats which may be appropriate for three types of presentations which are likely to increase in demand:

I the 1 to 1.5 hour PASS overview.

II the 2 to 3 hour overview (for which a morning or afternoon is available)

III the one-day PASS 'course'

Each PASS presentation will have different goals and a specially adapted format, as appropriate to the audience, occasion, setting, and presenter. However, it is clear that a central focus of all presentation formats is to interest participants in the PASS technique. In some instances, a second goal may be to obtain a commitment in principle to the utilization of PASS, or at least of PASS-type approaches. Understanding and appreciation of PASS in the context of normalization requires much more complete training and also experience in application which cannot be achieved within a brief presentation format. The goal of a brief presentation is not, therefore, to teach the use of PASS. In fact, to attempt such instruction is unrealistic, and is likely to conflict with the goal of interesting participants in full-fledged PASS training.

A goal which is relevant, however, is to explain. This means that the emphasis is on the structure of PASS, reasons for its development, identification of underlying concerns and beliefs, and (importantly) how PASS is used in assessment. People should leave an overview session knowing that PASS is a program (and planning) evaluation tool and teaching device which is based on normalization and other universal service principles. They should understand that PASS, in fact, offers an operational definition of normalization and other service practices. Another concept which people can relate to without much prior understanding is how PASS evaluations are carried out (team composition, thoroughness in interviewing and touring, conciliation, etc.), and the fact that detailed reports are written for each PASS evaluation. Finally, they should get some idea of the current state of the art in terms of numbers and types of people trained and programs evaluated.

There are several specific things which a PASS overview session cannot do. To try and accomplish these may be fatal. First, nobody can teach normalization principles thoroughly in a couple of hours. Second, the PASS ratings themselves are so technically demanding and so rooted in concepts which are new, that they cannot be learned in an overview session.

A final qualifier refers to the teaching tone of such sessions. Since there is only a limited likelihood to ' capture ' people, the tone must be helpful, informative, and non-defensive. The last is quite important, since in a short session, one does not have the time or resources for exploration of complex and value-laden issues. In such a discussion—if by some chance it develops—the presenter is apt to sacrifice valuable material. On the other hand, given a low-key and relaxed manner with sufficient information to whet people's curiosity, it is hard to see how such a situation might arise.

More specific guidelines for short presentations are in preparation, and inquiries may be directed to the senior author (805 S. Crouse Ave., Syracuse, NY 13210)

Some especially challenging areas in PASS training

Experience in PASS training and use has revealed a number of PASS-related concepts and processes to be especially difficult for trainees to understand or apply correctly. Although no formula exists for insuring that these issues are adequately presented or learned, trainers should be very aware of the difficulties involved in certain aspects of training and rating. The best solution or approach to these problems will probably depend on the skills and approach of the individual trainee.

A difficulty experienced by almost all trainees is in interpreting the major 'overriding' issues raised by an agency or service. This is manifested both in written reports which fail to address overriding service issues strongly enough, and in lukewarm verbal team reports to plenary sessions. Strangely enough, this inability to grasp major issues and principles appears to be unrelated to service experience, even at the highest levels. In part it is surely due to the very common attribution of phenomena and processes to idiosyncratic events, including particular local ones; and to lack of value and other consciousness in service workers. Also, it is known that institutional and individual behavior is largely rule-governed, and that broad universal forces govern service characteristics which are taken for granted.

No truly satisfactory method of teaching this awareness to overriding issues has been found. There is a general and largely unconscious resistance to examination of programs at the most basic level, due largely to the immediate pressures which each of us experiences. On the other hand, the ability to sense and express the basic forces governing service identity and quality can be learned. Similarly, trainees can develop the skill to identify fundamental strengths and weaknesses, and to describe and analyze these sharply. Past workshop experience has indicated that the trainee must be most conscious and critical in handling this issue. One method of teaching the skill is through the reports to plenary sessions. If teams are thoroughly briefed, if team leaders are reminded again and again of the issues at stake, if highly knowledgeable senior trainees are present to interpret, and if criticism of verbal reports is sharp and supportive, this process can greatly help to develop the skills described above.

It should also be noted that several specific ratings have proved most difficult for trainees to understand. Misunderstanding, or lack of understanding, has resulted in error or lack of precision in interpretation of these issues. Trainers and potential trainees must be aware of these gaps and prepared to fill them.

The rating which has been one of the most difficult for trainees to understand is R121 ' Comprehensiveness '. A wide range of sophisticated planning and organizational knowledge is subsumed in this rating. In addition, service workers are used to fractionated particularistic services, and concepts such as regionalization and empowered coordination are poorly understood even by many human service leaders and planners.

A second area which has also been misunderstood, but largely for more technical reasons, involves the ratings dealing with budgetary and financial matters. (R2221 'Financial documentation—extent', and R2222 'Budget economy'.) Although the issues involved in these ratings are generally understood by specialists in finance, they are often mystifying to many human service workers and consumers. Although it is advantageous to include a rater with financial/accounting expertise on the team, all trainees should have an adequate understanding of the issues involved.

A third rating which is often poorly understood is R1143 'Intensity of relevant programming'. The concept of intense programming is generally not a novel one, due to most persons' experiences in educational programs and medical services. Most persons, however, have very little understanding of what high quality intensity and relevancy is. The tendency is to accept human service programs as intense when, in fact, they may be watered down and only minimally effective. Especially for devalued and handicapped clients, and even more so for aged ones, a pitifully low level of expectancy prevails.

Value-wise, one of the most difficult corollaries of the normalization principle to accept has proven to be the issue of deviancy image transfer via any of the deviancy juxtapositions: images, symbols, clients, staff, programs, etc. Yet we have also learned that once sensitized to the issue, most trainees develop a whole new way of being able to recognize such juxtapositions and transfers, leading gradually — perhaps over months — to eventual acceptance of the reality and importance of the principle.

The guidelines for each of these ratings are spelled out in the accompanying *Field Manual* in sufficient depth to cover the material broadly. Each trainer, however, must develop a method for interpreting these issues in a clarifying way. One caution is that trainers often spend too much time on the initial ratings in the PASS sequence, due to their value emphasis. But if too much time is spent on these early ratings, not enough time will be left to deal with ratings such as the above which are technically and conceptually difficult. There would be no time problem in a five-day workshop if all trainees had done their reading in preparation, but so far, efforts to get them to do this have not been very successful; and those that read do not necessarily understand, while those who understand do not necessarily internalize.

Resources for PASS training

Following from the preceding discussion of PASS training, one should see that several distinct types of learning are involved which may require the use of different materials and methods. Accordingly, a wide variety of PASS training materials and methods have been evolved and should be used in the most effective way. This section will review the types of learning which understanding of PASS requires, and then describe principles in choosing materials to best meet different learning needs. Finally, some of the available teaching resources will be described, and a rationale presented showing why PASS trainers should construct new and improved teaching materials.

One basic type of learning involves values and ideologies: the ideology of normalization, other human service ideologies, and the values they may stand on in turn. The relevant and required learnings for PASS trainees center around the conscious identification and examination of their own and other existing human service values, and the choice and internalization (as much as possible) of appropriate values. This is a profound and complex requirement which, in a way, transcends PASS but is also at its heart. Consciousness in identification and examination of service values is part of the ' culture ' and context of PASS usage.

There are specific instructional tools and arrangements which facilitate value examination. Criteria for these tools include their ability to elicit ' value indicators ' which may be evaluated. Activities which relate to values which are very close to personal experiences, or which are very complex, will often inhibit openness. Thus, asking trainees to evaluate their own service would probably not be productive, or at least not so early in training, since they would probably not be able to view the service with enough perspective to identify its basic values. Therefore a first criterion for selection and design of training materials for value-orientation is that the materials should not merely recapitulate familiar experiences, because trainees will then be captured by the experience and not the value.

A major principle in choice of teaching materials relates to the fact that examination of values is itself value-laden. Training materials should consciously elicit feelings and interpretive perceptions. This principle explains why slides of dehumanizing or brutalizing practices may be powerful — *if used in the context of alternative practical options.* Such slides can be very clarifying and helpful in enabling learners to experience the roots of values which are embedded in service practice. Of course, such slides or other demonstrations must not be confrontative in the sense that they are identified with trainees' own services. Examples and images should also not be so overwhelming as to be unbelievable to the average person.

Several corollary principles in the selection and use of training materials should be pointed out here. First, the use of slides (in particular) in this context is primarily to enable examination of images which transmit values. Images may be abstracted from slides very quickly. Since the primary purpose of teaching materials at this point is to enable identification and examination of values, a wide range of slides may be used in very rapid succession, as long as they have a common image-base. Consideration should be given here to use of multiple slide projectors, screens, a sound track, etc.

A principle in the construction of such images or 'image maps' is that they should focus clearly on discrete images, rather than jumble together a wide range of impressions and values. This will both speed up understanding of relevant issues and act as a preview to the PASS skill of separating out distinct quality factors in services and programs.

At this point, one of the key existing resources for PASS training should be identified. This is a slide bank (with script) put together from a wide variety of sources. This slide bank currently consists of 552 slides which are collected by a half dozen leading figures in human services over a ten-year period, and in a number of North American and European countries. The slide bank is being revised, and will probably continue to be revised and made available on an ongoing basis for training purposes (information available from the senior author). From this bank, and from slides which trainees have taken themselves or have available, it should be possible to construct visual ' image maps ' of great impact and flexibility.

A second major training and learning need for PASS has to do with the cognitive and technical ability to specify a service aspect; to perceive, gather and relate data; and to make a judgment about quality of the practice or issue at stake. Although a wide range of specific skills is involved here, the basic issue is technical skill in rating and levelling. (Put another way, these skills sum up into rater reliability. Do different raters or teams assign the same level on the same rating for the same reason, based on the same data?) What training resources are most helpful in building this ability?

Three complementary training needs are involved. The first is to give trainees a picture or concept of the essence of each rating; the second is to transmit key rules about a particular rating, exceptions to it, potential confusion with other ratings, etc; the third is to enable a determination of a level of quality on the rating.

The picture or concept of each rating is taught deductively and logically through definition of the issue involved. The principal training aid is a set of overhead transparencies developed over the last few years. This set of transparencies includes definitions of every rating or cluster, and elucidation of the key principles involved. Information is available from the senior author, although these materials can only be disseminated on a limited basis.

A second complementary mode of teaching the picture or concept of each rating is through demonstration. To this end, the above-mentioned slide bank is most valuable, as there are demonstrations of virtually all of the ratings which may be visualized. It should be pointed out that using the slides for this purpose is quite different from using them to analyze values. In the case at hand, slides may be treated more individually and exhaustively in terms of details and particular issues. Of course, choosing slides to transmit the concept or specifics of a rating is very tricky. Since most learning is highly visual, trainees may interpret ratings quite literally as seen on the slide. Care in selection and interpretation of slides is thus very important, as well as use of such a variety of slides as to extinguish the specifics while retaining the essence.

The second subaspect of rating competence involves the ability to assign a level of quality once an understanding of the issue and relevant data can be assumed. Again, this is taught both cognitively/deductively (principally through discussion and use of transparencies) and visually (through use of slides). A caution here is that slides capture only a cross-section of time as well as place, while a level on a rating may reflect a composite of many perceptions. Careful attention must thus be given to the above-mentioned use of slides in this context.

A most effective method of teaching both the precise content of a rating and its range of quality is through 'simulation'. Such a method involves the controlled presentation of a large amount of information about a service, including the medium of slides, and asking trainees to either determine the relevant ratings or assign the correct level. One such simulation is contained in the slide bank *in toto,* and others may be constructed by choosing or making appropriate slides. Perhaps a more effective simulation might be videotaped, as has been done in Pennsylvania. For instance, the physical setting of a service, staff-client interactions, or interviews with staff could be videotaped and used for training purposes.

Several other teaching/learning resources are available which may be useful in particular contexts. For example, a large number of overhead transparencies are available to provide an overview of the PASS system at several levels of depth and duration.

Furthermore, trainers and similar personnel may wish to determine to what degree PASS has been understood by their trainees, agency personnel, etc. To facilitate this determination, a number of objective achievement test items have been constructed. These can be made available on a restricted basis under which proper safeguards of the confidentiality of these items are preserved. (For further information, the senior author may be contacted.) These PASS quiz items fall into two categories.

a An introductory category is concerned only with a very general understanding of PASS and its potential use. These items can measure the understanding of the essence of PASS which agency staff, service leaders, and others might need without actually being experts in the administration and utilization of the instrument.

b The more advanced items can be used with trainees and intensive utilizers of the instrument who should be expert in it. For instance, these items could be administered to trainees even at the beginning of PASS training in order to assess to what degree they have studied the PASS material, and to what degree they have understood the normalization principles which underly much of PASS. In a sense, many of the items can assess the degree to which trainees and others may have profited from the reading of the *Normalization* text.

Another type of assessment tool has to do with actual usage of PASS. In Pennsylvania, personnel of services assessed through the Office of Mental Retardation in turn assess the assessors via a rating scale, an edited version of which is appended (Appendix E) and is recommended for adaptation to local utilization.

There is a clear need for never-ending improvement of existing materials, and addition of better and other ones. For example, single-concept motion pictures might be the most effective way to teach certain ideas.

Several other reasons for development of materials exist. For one thing, creating teaching materials may be the most productive way to fully learn the content. The construction of such materials should be a part of the preparation of each PASS trainer. Also, one is ultimately always most comfortable with information which is familiar. Although general quality in the teaching materials is always important, an individual trainee may be more effective with a simple teaching tool which he has personally constructed than an elaborate aid prepared by someone else. For these three reasons, the creation and improvement of teaching materials should be a priority for all those involved in teaching PASS concepts and usage.

A word should be said at this point about the logistics of using the various teaching materials mentioned above. In providing PASS training, it has been found essential to use two overheads, two screens and one slide projector. It is desirable but not essential to have three overheads and screens so as to permit some material to stay up on a screen even as new material is introduced. It may also be desirable to use several slide projectors (and other equipment), as indicated earlier. Also, equipment breakdown is not uncommon, and extra pieces can serve as back-ups.

APPENDIX A

Recapitulation of some basic guidelines for PASS raters

In order to facilitate field trips and data collection, this set of guidelines for PASS raters and trainees has been evolved.

1 Be thoroughly familiar with the principle of normalization. Read the *Normalization* text from cover to cover, and parts of it perhaps several times.

2 Study the two PASS volumes, and especially the *Field Manual,* very closely, as well as the ratings and scoring sheets to gain a basic familiarity with the facts you will need to make ratings and to score.

3 The entire PASS/FUNDET approach will depend upon your ability and willingness to be objective. Be sure to disqualify yourself from a specific assessment if you feel that you may have conflicts of interest about the project being rated. Also, be sure you apply the criteria of the various ratings, even if you should happen to disagree with them. The instrument will become useless if every rater administers his own version of it. You should note your disagreement, make other suggestions, and send them to the authors of the system in order to be taken into consideration in possible further revisions.

4 Before going on a practicum assessment, be sure to have studied thoroughly all available information, pamphlets, reports, budgets, etc., on the service to be rated.

5 Check to make sure you have all the materials you will need in the field: pens; lots of note paper; clip board (tri-wings preferred); large and small paper clips; PASS *Field Manual;* extra rating, scoring, and other forms; a list of team members; sunglasses; enough gasoline; food; an objective frame of mind, etc.

6 In conducting a site visit, be systematic in forming an image of the service project, and in gathering data even as you approach it. Spend a few minutes on foot and/or by car surveying the area around a facility. Make yourself aware of the neighborhood and facilities: shopping areas, bus lines, nearby business, and industry. Take particular note of the building to be rated, and the impression it would convey to passers-by. Time permitting, it will often be useful to interview briefly a neighbor or two to assess the impression and knowledge of the service held by the people living or working in the immediate area. Take note of the nature of the location, the type of area or neighborhood, the physical context, the impression an observer is likely to receive from all the above, the appearance of the building, the signs and labels affixed to it, and so on.

7 This systematic yet open gathering of data should continue throughout the visit. Once you are on site, observe the reception areas, the arrangements, the clients being served at the moment, etc. In a sense, the above constitute a sort of 'intake' for you. Be sure you observe features that make up the service operation and that define the quality of setting, including those which are not immediately obvious. Do not, however, concentrate on writing frantically at the expense of simple observation. Many inexperienced observers have noted down details of a service setting in great depth without taking the moments of quiet reflection needed to absorb the 'gestalt' of the service.

8 When a group of raters enters a building, there should be a designated spokesman (usually the team leader) who will introduce the group, explain or reiterate (as needed) what type of tour is wanted, and make the tour guide aware of the importance of all raters having all information.

9 For training assessments, it is imperative that all raters stay in a single group and close together at all times, so that everyone will hear the questions being asked, each will receive exactly the same information from tour guides, and group members can verify each others' observations during the conciliation session. If team members gather different information by wandering off in individual directions, the conciliation session will be a confusing and frustrating experience of accommodating unverified information. In an arranged assessment, with trained and experienced raters, splitting up will be desirable, but in a training workshop, it can be disastrous.

10 Be sure to verbalize to other tour members important observations that they might otherwise miss, e.g., 'I see a restaurant over there'; 'I wonder if the supervisor is a former client'. However, when you make a noteworthy observation which you want to share with other raters, do not do this in a fashion which might be misinterpreted by host staff, or which makes them outright defensive. For instance, when detecting a shortcoming, do not draw one of your fellow raters aside conspicuously, whispering excitedly into his ear, pointing over your shoulder at your discovery—perhaps snickering as you do (yes, it has happened!). If you tell another team member a joke, be aware that his uproarious response may be taken by an agency worker out of earshot as condescending amusement about some agency practice.

11 If possible, meet with the administrator before beginning the tour to get an overview of the service

system, and any other information which would facilitate the tour. Usually, in fact, a complete interview with the project administrator should be conducted before the tour. This interview should cover:

a precise chartered or incorporated name of the agency;

b address and telephone number;

c date of initial operation of the facility, and a brief history;

d director's name and title, and length of time in position;

e lines of authority; (who is the director responsible to?)

f other services operated by the agency at this location, or other locations;

g a vast variety of rating information as indicated on the guide sheet ' A proposed sequence of inquiry... '

12 It will save valuable time if one person maintains the lead throughout in asking questions. However, all raters are responsible for ensuring that no information is neglected. Do not ask extraneous questions which may be interesting, but have no relevance to the ratings. Also, do not interrupt a line of *relevant* inquiry by another rater until that line is properly exhausted. On the other hand, if you can improve upon the line, do so by additional questions on the topic.

13 It will require judgment and sensitivity, and yet firmness, to probe for information concerning staff attitudes, and possible staff deviancy.

14 During a site visit, write all pertinent facts and perceptions down, as you may not have a second chance to get valuable information. *Trust nothing to memory.* Check beforehand with your team leader about bringing a small cassette tape recorder, and in some instances, a camera as memory aids. There will be too many facts to remember, and you may forget which fact goes with which of potentially several sites visited. Also, when writing your report later, you will be grateful to have notes to refer to.

15 If at all possible, do your ratings on site, so that no pertinent information that might have been overlooked initially is missed.

16 In rating, you are expected to place a check mark at each level you judge to be appropriate for the project, repeating this procedure for each of the ratings. Check only one level per rating.

17 You should not consult with your fellow-raters as you rate. Your judgments should not be contaminated by the judgment of others, or there would be no point in having multiple raters for each project. Furthermore, if you do not rate independently, it will be impossible to assess inter-judge variability for research purposes. Not only should you judge independently of other raters, but you should also discipline yourself most severely in assessing ratings independently of each other. You should be aware of the temptation to rate one element low because you have given a low rating to another element earlier; or to rate an element too high because of earlier high ratings — sometimes referred to as the 'halo effect'. Especially within an element that is composed of several ratings, try to be aware of possible temptations to give all ratings a similar level assignment, and be clear in your mind that you understand the essence of the point to which the element or rating addresses itself. For example, under 'Physical integration', you find ratings of 'Local proximity' and 'Program-neighborhood harmony'. It is quite possible that you might have to give a project a very high rating on 'Proximity' because of its favorable location in the heart of the community. At the same time, because the project facility is adjacent to a house of prostitution, you may also have to assign a very low rating to 'Program-neighborhood harmony', possibly to 'Deviancy image juxtaposition', and depending on whether the house is to be considered a 'human service' *and* its clients deviant, to 'deviancy program juxtaposition'.

18 Be sure to read, or at least scan, the instructions for a rating as you are about to score it, and follow them as closely as you can so as to assure uniformity among raters, and across applications and time. A common error of raters is to read too quickly, and to use the examples of the various levels as reference points, rather than the underlying principles. Thus, it is important to reflect prior to each rating on the essential principles involved, and then to consider additionally the principle associated with each level of that rating. There can never be an adequate number of examples, and occasionally, an example may be invalidated by some peculiar project configuration. The more specific the instructions are, the more rigorously you should apply the criteria they give. Wherever there are uncertainties, or difficult or unusual decisions on your part, indicate so in your notes.

19 You will note that the scores for ratings and their levels are listed on the score sheets. Once you have begun to evaluate a project, you should not refer to the score sheets until all your judgments have been rendered. Otherwise, you may be influenced by your knowledge of the scoring weights, instead of judging strictly according to the criteria provided.

20 Obviously, written program descriptions, proposals, inspection of physical facilities, and verbal reports by program personnel will constitute typical and major sources of materials upon which your ratings will be based. However, you should not hesitate to respond to subtle observations of programs, clients, and program personnel. Such observations can be of crucial significance, and you should be alert to attempts at deception, as well as self-deception within a service. Particularly on certain FUNDET ratings, the apparent enthusiasm and commitment of staff can enter into your judgments. An assumption considered critical in making such judgments part of PASS is that you will be sincere and objective, and in many ways comparable to a juror. Much like a juror, you will take the apparent veracity of testimony into account in a skilled and experienced way, and you should not be easily deceived.

21 As you complete your ratings, note:

a the passages (if any) in the *Field Manual* that appear to be genuinely unclear and/or ambiguous to you, and that make it difficult to assign a rating to the element(s) in question;

b whether you think you need more information to make an accurate rating on various elements.

22 Record your total tentative score prior to the conciliation session, so that research can be conducted on issues of rater variability, and changes in variability with repeated practice. Use a second checklist and score sheet to record the group's concensual ratings, and give your own individual uncorrected checklist to your group leader for potential research purposes.

23 On your practicum, you may encounter confidential information, e.g. budget data, clinical records, perhaps people you know who are receiving some kind of human service, etc. You are fully expected to keep such confidences in a professional way. Similarly, other findings of the assessment, and your copy of the report which you will receive later, must be treated absolutely confidentially unless and until released. Even then, the release only extends to the report, and not necessarily to other information which you may have acquired.

APPENDIX B

A sample modular letter of structure from the assessment leader or sponsor to an agency to be assessed

To maximize the validity of a PASS assessment, it is necessary that there be a free flow of communication from the staff, client, board members, etc., of the facility to the assessing team. As well, to increase the comparability of assessments of different services, it is necessary that the flow of communication be maximally free in *all* assessments, and that all facilities have similar expectations with regard to upcoming PASS assessments. To this end, the following text is suggested as a standardized introductory letter which can be sent to a facility while the arrangements for an assessment and site visit are being made. The purposes of the letter are:

1 to introduce the facility to the basic concepts of PASS and FUNDET assessments;

2 to indicate the importance of the free flow of communication from the agencies to the team, and to point out some implications in terms of access to information;

3 to structure, in advance, the relationships between the assessors and the assessed facilities so that communication will be equally maximal in all cases, and to prevent misunderstandings from arising later.

This letter could also be used to inform the facility regarding the demands for time, space and personnel that will be made by the team. Alternatively, such information could be conveyed in an early follow-up letter. Thus, the paragraphs below may be used selectively, and perhaps spread out over more than one letter.

Executive Director

Some Training Center

Dear Sir:

By virtue of the enclosed authorization, (name of facility) will be assessed by a team of ' raters ' using the Program Analysis of Service Systems (PASS) and Funding Determination (FUNDET) human service assessment instrument(s). The assessment(s) will take place on (date, or 'a day to be arranged between .... and ....'). The purpose of this letter is to introduce the facility staff, clients, board members, etc., to the nature of a PASS assessment, and to indicate some of the demands such an assessment places on the facility. This letter and the enclosed materials should be circulated and/or posted where staff, clients, and others can read it.

PASS is a device for the objective measurement of the quality of a human service. Its theory and use are explained in the PASS publications (a copy of which will be made available free of charge to the agency).

For a quick overview, a brief description of PASS and FUNDET is enclosed. Additionally, it should be noted that in the PASS assessment, the *quantity* of service delivered by a system is virtually unrelated to *quality*. Therefore, the fact that a system serves many persons who would not otherwise be served does not by itself yield a high rating. Moreover, PASS rates services according to optimum standards: standards which are near-ideal, but which are *by no means impossible to attain.*

The facility should also keep in mind that high scores in one element may be balanced out by low or even negative scores in another, and a system with some outstanding features may still receive a low or even negative score because of major shortcomings in other areas.

The assessment will be carried out by a team of raters. In addition, several trainees may be included on the team in order to provide them with the experience necessary to become fully qualified raters themselves.

To be able to make a valid assessment, assessors must be able to familiarize themselves intimately with the facility, and have access to all aspects of the service system. Assessors must be able to review all records; interview all staff, clients, board members, volunteers, etc.; and inspect all parts of all sites at any time. All agency employees with whom the raters may have contact must be aware of this arrangement, and the raters will need an official written authorization to inspect all aspects of the service at any time of the day or night — repeatedly if need be. Notification to that effect should therefore be sent to all relevant agency staff. The team as a whole, or any individual team member, may wish to conduct additional visits to the site at times other than tour times, and must be authorized to do so.

Part of the assessors' familiarization with the service takes place through a review of relevant documents. Thus, prior to the site visit, each of the raters should receive a package of materials which provide background information about the facility and its sponsoring agency. The facility must furnish sets of maximally complete and detailed portfolios of resource materials. A list is enclosed of documentary materials which reflect agency operations, and which are generally useful to PASS and FUNDET assessors. These materials should be available to the assessors approximately two weeks prior to the site visit.

On the day of the site visit, the assessment team will arrive at the facility at a time to be agreed upon (usually early in the day). It is of critical importance that there be present as ' guides ' a senior executive officer of the agency (usually the executive director himself, or his equivalent), and if at all possible also at least one person one step higher in the hierarchy of the organization, such as a board member or regional coordinator of services.

The site visit will consist of three parts. First, the assessment team and the guides will sit down in a meeting room or other convenient space where the team can get an overview of the services by directing a series of questions at the guides. Depending on the size and complexity of the service, experience has shown that this interview and discussion will require no less than two hours and sometimes more than half a day. It will save a great deal of time if the guides will have studied PASS thoroughly beforehand so as to have an understanding of the types of questions which team members will ask.

After the interview, the assessment team will be guided physically through the facility. This tour should be guided by the senior officers present earlier, and/or other knowledgeable staff members who can give valid information in response to questions from the team.

After the site inspection, the group will need a place to meet, privately, for about an hour to do the individual paper work and scoring which is required as part of a PASS assessment. It is important that at least one senior guide be available once more before the group departs, so that the team has the opportunity for asking some final clarifying questions.

If there are any questions, please contact ....

Yours very truly,

X.Y. Zensberger
Team Leader

Authorization to carry out PASS assessment

TO WHOM IT MAY CONCERN

Our agency is hosting an assessment team which is taking an evaluative look at our services, using the so-called PASS technique. This team is hereby authorized to carry out its necessary studies: to review all records; to interview all staff, clients, and board members; and to inspect all aspects of all physical sites at any time, repeatedly if need be.

PASS assessment team members include:

________________________ Team Leader

________________________ Assistant Team Leader

____

____

____

____

________________________ (A person of sufficient authority)
SIGNED

Practicum settings for SU workshops on the assessment of the quality of human services

This is the text of a communication distributed by the Training Institute for Human Service Planning, Leadership and Change Agentry to human service agencies in the greater Syracuse New York area.

From time to time, the new ' Training Institute for Human Service Planning, Leadership, and Change Agentry ' at Syracuse University will offer workshops—usually of five days' duration—in the objective assessment of the quality of human services. Most or all of the workshops will train graduate students and a wide variety of service leaders from across North America in the utilization of the Program Analysis of Service Systems (PASS) technique. Enclosed are some descriptive materials on this type of workshop, and on the particular assessment approach being taught.

As part of this training, it is essential that trainees involve themselves in at least two practice assessments — hopefully of two services which differ (a) in type, and (b) in regard to the nature of the sponsoring agencies involved. In these practice assessments, a previously trained group leader designated by the Institute coordinates the efforts of a group of trainees who attempt to apply in a real, natural service setting the skills which they previously learned in their background readings, lectures, and other theoretical coverage. The present document attempts to elicit the cooperation of a number of agencies, hoping that they will act as occasional ' host agencies ' (' practicum agencies ') to the trainees in such workshops.

Previous experience has shown that the practicum assessment works best if the practicum group is relatively small. However, the workshops often cannot be kept small because they require such a large investment in terms of instructor time and other resources. Therefore, after their theoretical training, the trainees usually split up into a number of practicum subgroups, each under its own team leader, so that several groups may be out in the field on the same day, but at different practicum settings. Even under this arrangement, the groups are sometimes larger than desirable, but experience has shown that with good leadership, a group might be as large as approximately 17 and still conduct an adequate assessment.

In previous PASS workshops held across North America, it has been found to be of considerable mutual advantage both for the agency which sponsors the training, as well as for the participating host agencies, to cooperate in these practica. Agencies which offer their services for practicum assessments obtain at least three benefits: (a) An opportunity to familiarize themselves with a new technique for analyzing the structure and quality of a service delivery system. Usually the participants in these training workshops are very senior professionals in a wide range of human services, and their contributions to the final report are almost invariably found beneficial by the participating practicum settings. (b) A written report to the director or other designated officials. Furthermore, a senior member of the Institute training team will be prepared to appear in person to discuss the content of the report with the participating agency. (c) A free set of PASS materials which ordinarily sell for $10.50, and which will help the agency to interpret and utilize more fully the report which the team, via its coordinators, will submit at a later date.

On the other hand, through their participation, the practicum settings contribute valuable experience as well as welcome variety to the training program. They furthermore provide a medium whereby Syracuse University faculty and other local trainers and trainees can become better acquainted with their local services, and with the senior personnel at these services.

In order to function as a training setting, a number of contributions by the practicum agency are essential.

1 In order to be able to make an assessment, trainees must familiarize themselves intimately with the practicum service. Part of this familiarization takes place through a review of relevant documents. Thus, prior to an on-site visit to a service, each of the trainees receives a package of materials which provides background information about the service and its sponsoring agency. This means that the participating agency needs to furnish a maximally complete and detailed portfolio of resource materials such as listed on the enclosed sheet. If the participating agency does not have enough materials already available to equip one portfolio for each student, the Institute will need at least one complete portfolio, the contents of which it will reproduce itself so that each trainee can be given a portfolio of his own. These materials (or at least one set thereof) should be made available to the Institute approximately two weeks prior to a workshop.

2 On the day of the site visit, the practicum group will arrive at the participating agency at an agreed-upon time (usually early in the day), and it is of critical importance that there be present, as ' guides' , a senior executive officer of the agency (hopefully the executive director himself, or his equivalent), and if applicable and at all possible, also a person one step higher in the hierarchy of the service agency, such as a board member. Usually, it is best if everyone sits down in a meeting room or space where the group leader can direct at the guides a series of questions which will generally follow the sequence contained in another enclosure. Experience has shown that this interview and discussion require 2-4 hours, depending on the size and complexity of the service.

3 When the discussion and overview have ended, the training team needs to be guided physically through the service to be assessed. This tour may be guided either by the senior officers present earlier, and/or by other knowledgeable staff members who can give valid ad hoc information to questions from the group. However unwieldy it may sometimes be, *it is important for certain training purposes that the group tour together,* rather than being broken into subgroups. In order to make the tour maximally productive, a set of guidelines has been evolved for the trainees which is also enclosed. All the trainees will have received these guidelines, and it would be helpful if the group guides would familiarize themselves with this guideline.

4 If the site visit overlaps with the noon hour, it is very much appreciated if, in order to save time, the host agency would make arrangements to have a light lunch brought in during which the trainees can continue their work and/or discussions, perhaps read a sample of the clinical records (if applicable), etc. The Institute or the trainees themselves will bear the cost of the lunch, but it would be greatly appreciated if arrangements could be made by the practicum agency for sandwiches, pizza, or anything which is easy to obtain and which can be eaten relatively quickly and easily while working.

5 At the end of the tour, the group needs an opportunity to meet for about an hour privately, perhaps in the same private room or area in which the orientation took place. Here, trainees will do their individual paper work and scoring which is required as part of the PASS process. However, it is important that at least one senior guide be available one more time before the group departs, so that trainees will have one last opportunity to direct questions at knowledgeable senior officers of the host agency.

In summary, aside from putting together at least one set of relevant background materials, the practicum assessment may require a good part of a day of involvement by at least one senior agency officer. However, it is hoped that the assessment will be of some benefit to the agency, and that some agencies will even welcome repeated assessments both so as to validate assessments against each other, and to measure possible changes in operations, some of which conceivably may be the result of earlier assessments.

For further information or discussion, please contact Dr. Wolf Wolfensberger or his staff at 423-4264 (805 So. Crouse Ave., Syracuse, N.Y., 13210).

Appendix C

Schedule of a typical 5-day introductory PASS training workshop

	DAY 1	DAY 2	DAY 3	DAY 4	DAY 5
am	Introduction – schedule of workshop History, background, rationales, structure of PASS. Brief visual demonstration.	Continuation of explanation of individual ratings.	Site visit to agency A, includes interview with senior staff, tour of site, facilities, and surrounding neighborhood, making of individual ratings, final questioning of senior staff or reviewing of facility.	Site visit to agency B, as in Day 3.	Teams prepare plenary report, & conduct self-critique. Plenary session: one team member reports briefly on agencies evaluated. General discussion of participants' problems with PASS, possible future involvement with PASS. Review of difficult PASS issues.
pm	Explanation of individual PASS ratings – using transparencies and slides to illustrate quality distinctions. (Time allowed throughout for discussion.)	Completion of explanation of individual ratings.	Return to training site, to conduct conciliation session.	Conciliation session, as in Day 3.	Explanation of FUNDET and other issues which may still be unclear to participants. Participants fill out evaluation form on the training session. Participants depart.
eve	Social event. Homework: review *Field Manual.*	Teams meet – discuss next day's site visit. Teams assessing residences on Day 3 visit the residences informally. (No PASS books, no note-taking.) Homework: read package of materials concerning agency to be evaluated.	Teams conciliate – discuss next day's site visit. Homework: read package of materials concerning agency B —write report on agency A.	Homework: edit report on agency A. Team leaders edit team members' reports.	Senior trainer and team leaders meet —evaluate workshop, own performance, etc.

APPENDIX D

Guidelines on how to get the most out of a study tour of a human service setting

1 When going on a tour to a distant point, there are at least three good reasons why all cars should stay together as a caravan: to assist in case someone has car trouble or might get lost; in order for the group to arrive simultaneously at the facility being toured; and for fellowship at rest stops.

2 Don't disrupt the group process by straying too far from the group, or by leaving it altogether.

3 Some factors which may affect the value of a tour include the following: guides are not equally skilled in tour-giving; people bringing up the rear of a group often cannot hear what is said in front, and the group may be so large or the environment so noisy that many tour members will have difficulty hearing the guide speak; even well-prepared and disciplined groups move excruciatingly slowly, and stragglers and individualists frequently slow down the tempo of a tour to such a degree that the entire schedule is jeopardized.

In consequence, the following points should be observed:

a Stay very close to the tour guide at all times, as useful information may be given while walking from one place to another.

b Walk *quickly* when moving from one location to another. It not only saves time, but is also more consistent with the image of a lively group.

c When the guide stops to talk, those in front of a group should quickly *surround* him, so that people in the rear can also come close enough to hear him, and do so quickly. If you are near the front of a column of tourers, step to the other side of the guide (behind him if he faces the column, ahead of him if he faces the front) so as not to block the way for those toward the end of the column.

d Don't break into subgroups. While the guide is speaking, separate conversations are discourteous and disruptive. Also, be attentive when another member of the group speaks or asks a question.

e Ask questions in a voice that is loud enough to be heard by the *entire* group.

f If the guide suggests that you observe some area on your own, do so, but be alert for the opportunity to be included in any interpretation he may give informally elsewhere.

4 Tour members should be somewhat thoughtful as to the types of questions that they ask of the guide, and the types of interactions in which they involve key contact persons at the site visited. Generally, they should ask high-level questions of the more senior hosts and guides, and obtain more basic and detailed information from other staff that may be accessible during a tour. In addition, tour members should avoid monopolizing the guide, or drawing him into issues of peripheral interest to the total tour group or the overall tour purpose. Available guide-time and staff-contact time generally tends to be so limited and precious that it should be utilized to purposes of maximal relevance to the tour, and of maximal generalizability and benefit to the entire tour group.

5 If it becomes obvious that a guide is not able to answer an inquiry, do not waste time by pressing the point beyond reasonable promise of pay-off.

APPENDIX E

To the PASS team leader

The attached form, 'Agency evaluation of the PASS evaluation', is to be handed, by yourself, to each individual (such as project directors, coordinators, teachers, houseparents, other appropriate staff, etc.) with whom you conduct an administrative overview interview, or speak to for a reasonable period of time during the course of a PASS evaluation. As you hand out the form at the end of a contact, you should offer a brief explanation to each such individual.

Do not forget to complete Section II, ' PASS Team Background Information ', *before* distributing each form.

Agency evaluation of the PASS evaluation

This form offers you, as a member of a service-providing operation, an opportunity to evaluate the PASS team that has been assessing the quality of one or more of your services.

We would be pleased to have you send us this form after you have filled out as much of it as applies or appears needed. This feedback helps raise the consciousness of PASS team members, and gives us an opportunity to potentially improve the process of service assessments.

I Agency Background Information

A Date(s) of PASS evaluation ____________________

B Type of facility evaluated ____________________

C Number and description of components, if relevant

____

____

D Name and address of facility ____________________

____

1 County, Municipality ______________________

2 State or Province ______________________

3 Catchment Area ______________________

4 Number of clients served directly ______________

E Name and address of Executive Director of agency

____

____

F Name and address of individual to whom the PASS narrative is to be forwarded, if different from E above:

____

____

II PASS team background information (to be completed by team leader, prior to the PASS evaluation)

A Name, title, address & telephone number of team leader:

____

____

B Attach other team members' names, titles & addresses (specify whether each team member functioned in the capacity of a qualified rater or trainee).

III The PASS evaluation

A Was the PASS evaluation (check one):

___ 1 Primarily a training excercise for the PASS team

___ 2 A real but invited assessment or field test

___ 3 A required evaluation

B When was the agency officially informed (in writing) of the exact date(s) that the PASS evaluation would take place?

____

____

C Was this sufficient time? ______________________

IV The evaluation of the PASS evaluation

A In your opinion, was the team leader:

___ 1 Very courteous, respectful & polite

___ 2 Adequately courteous, respectful & polite

___ 3 Barely adequately courteous, respectful & polite

___ 4 Discourteous, disrespectful, & impolite

B The team & the team leader

1 Did the team leader immediately upon meeting you:

___ a Introduce himself

___ b Introduce each team member

___ c Make sure you were told who each team member was in terms of position

___ d Explain what the team was doing

___ e Explain what the team would not be doing

___ f Explain the nature of PASS as an evaluation instrument

___ g Briefly explain the nature of the PASS ratings explored with you

2 Comments:

3 In your opinion, was the PASS team, *as a whole,* generally:

___ a Very courteous, respectful & polite

___ b Adequately courteous, respectful & polite

___ c Barely courteous, respectful & polite

___ d Discourteous, disrespectful, & impolite

Explain, citing as many specific examples as possible:

4 Did the team leader, prior to leaving, give you the opportunity to ask any final questions or state anything that you felt you would like the PASS team to know:

Yes_____ No________

Comments:

V General

A What do you now think of PASS as an evaluation instrument?

B Do you think PASS is applicable to your particular program(s)?

C Have any of the clients expressed any particular feelings, concerns, grievances, etc., regarding the PASS evaluation? If so, please specify.

D Additional comments, criticisms, recommendations for change, etc. Of particular importance, please include suggestions for improvements regarding any criticisms offered:

PLEASE FORWARD COMPLETED FORM TO:

pass 3