Integrating Evaluation Into Counselling Practice:
Accountability and Evaluation Intertwined

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Abstract
Evaluation needs to be seen as an integral part of counselling—an activity that is interwoven with intervention rather than an added extra. This will require developing new ways to gather evidence attesting to client change that document the processes in which counsellors and clients engage and the outcomes associated with those processes. It will also necessitate developing an expanded, collaborative model for evaluation that involves working with stakeholders to determine what evidence will be appropriate, the evaluation methods and timelines, and ways of disseminating the evaluation results.

Evaluation is a “hot topic” in counselling circles these days. Last year, the Canadian Journal of Counselling devoted a special issue to evaluating career and employment counselling, the Canadian Journal of Education published a special issue dealing with accountability, ERIC/CASS hosted a special conference on assessment in counselling, and several provinces officially adopted an outcome-based approach to guidance and counselling in schools. Thus, interest in counselling evaluation seems to be increasing.

At first glance, it might seem that this increased interest in evaluation places the counselling profession in an ideal position to deal with the accountability concerns and the emphasis on results that have been prompted by fiscal restraint. However, there is one fundamental problem with the way most counsellors address evaluation that needs to be rectified if counselling is going to successfully meet the accountability challenge. The problem is that in most cases, evaluation is treated as an after thought, “bolted on to the side” of what counsellors do, rather than an integral part of the counselling endeavour. If counselling is to survive into the next century, evaluation will need to become more completely integrated into the counselling process. For this to happen, counsellors will need to develop new ways of conceptualizing evaluation and new
ways of gathering evidence attesting to the success of counselling. This paper deals with some of the issues involved in making that transition and offers an stimulus for commencing the process of developing new approaches for evaluating the effectiveness of what counsellors and clients do together.

UNBOLTING EVALUATION

In most models of counselling (e.g., Ivey, 1994; Martin & Hiebert, 1985), problem solving, (D'Zurilla & Goldfried, 1971), program development (e.g., Posavac & Carey, 1989), and education (e.g., Briggs, Gustafson, & Tillman, 1991), evaluation is depicted as occurring at the end of a process. It is the last step, happening after a relationship is developed, some intervention is attempted, a program is implemented, or a potential solution to a problem is chosen. This creates the impression that professionals do something first, then they see how well it worked. However, in reality, people typically begin evaluating a chosen course of action as soon as it begins to happen. In fact, most people have some idea of how they will judge the success of an endeavour before they ever embark on it. They have an idea of when the process is unfolding as expected and whether the outcomes they hoped for are happening. The criteria for success sometimes are implicit, but most often they exist. Therefore, it is peculiar to describe professional intervention as if evaluation only happens when it is all over. Evaluation needs to be seen as central, rather than extraneous to the counselling endeavour.

It appears that counsellors seldom formally evaluate their work with clients. Conger, Hiebert, and Hong-Farrell (1993) found that fewer than 10% of counsellors reported systematically evaluating their work with clients and in some sectors 40% reported never evaluating their work. When counsellors did get feedback from their clients regarding the effectiveness of their work, it tended to be verbal, in the session with the client, presumably by asking the client if they found the session helpful. This finding provides additional support for the contention that evaluation is not seen as an integral part of the counselling endeavour.

Further evidence that evaluation is seen as extraneous to counselling lies in the way that program evaluation is conducted in counselling programs and agencies. The usual practice is that agencies are funded to deliver particular programs or services. At some point, an evaluation is conducted, where usually an external evaluator is brought in to examine the operation and pass judgment on the quality of service being delivered. When this approach is taken, it says explicitly that evaluation is separate from the service being delivered. It also says implicitly, that the agency staff are not capable of evaluating their own work, or that attempts by the agency to provide evidence of its success will be biased or untrustworthy.
I see an approach that is more collaborative and proactive as being more useful to the agency, more inviting for the service providers, and more informative for the funders. This more collaborative and proactive approach would involve all vested parties (funders, special interest groups, managers, counsellors, clients) deciding together, at the outset, on the method of evaluation, the evidence that would demonstrate success, and the manner in which the evidence would be gathered (see McLean-Sterns & Hiebert, 1995; Riddle & Hiebert, 1995). This means addressing, at the time of intervention planning, how counsellors and clients will determine the success of the intervention. It means incorporating into the intervention the methods that will provide evidence of success. In fact, it means that the evaluation procedures become themselves part of the intervention package, utilizing the motivating effects of explicit feedback to assist clients in their quest for change. Such procedures are beginning to be used in some approaches to counselling, most notably in solution-focused approaches, but they still are not widely accepted. The most typical approach seems to be, “First we do it, then we find out how well it worked.” A foundation tenet in this paper is to answer the question “How will I know how well the intervention worked?” at the time the intervention is being planned.

RE-THINKING ACCEPTABLE EVIDENCE

Counsellors and clients are continuously evaluating what is happening in counselling. Counsellors seem to behave intentionally in their interactions with clients (Martin & Stelmaczonek, 1988). They watch for the effect of their actions on clients, and they adjust what they do in counselling to facilitate reaching counselling goals. Likewise, clients evaluate what is going on: they judge the counsellor intention, follow through or not depending on their view of the likelihood for success, and form an impression of the degree to which counselling seems to be working for them. Much of these sorts of evaluations happen implicitly. Never-the-less, the judgments have great impact on the ultimate success of counselling.

What is needed is an evaluation system that has a broader definition of acceptable evidence and a model that promotes all players being involved in making the decisions about what evidence will be acceptable and what will not. I deliberately use the word “evidence” rather than “data,” to emphasize that the basis of counsellor and client perceptions of counselling success are often, perhaps even most often, not based on test scores. They are based on informal evidence. Moreover, it frequently is the case that standardized test scores do not depict change, even though teachers and counsellors report substantial change as having taken place. For example, Campbell (1995) found that traditional paper and pencil measures did not show much change in student social skills,
and likely would not have supported continuing his program, in spite of very positive reports of teachers, counsellors, and the students themselves. However, two checklists that closely reflected the goals of the program (e.g., Kendall & Wilcox, 1979) both showed substantial change, likely because they were directly related to the goals of the program. An important step in building alternate approaches to evaluation is to broaden the range of acceptable evidence to include such informal measures, the ones that tap the sorts of observations that counsellors and clients use to tell themselves how successful an intervention has been.

*Types of Informal Evidence*

To expand the boundaries of acceptable evidence to include informal measures will not involve “starting from scratch” to develop new assessment techniques. In recent years, many procedures have been developed that lend themselves to documenting client change (see Hiebert, 1996; Peavy, 1996). Some of the more prominent of them are listed below.

*Checklists.* Often, an indication of client change can be obtained from a simple checklist on which the counsellor or client has documented certain aspects of counselling. For example, Sills (1995) describes a simple checklist for tracking student academic and social behaviour. He also provides a useful way for quantifying the results, which can be integrated into the intervention that the counsellor, teacher, and student work out collaboratively. Hiebert (1994b, 1995) and Riddle and Hiebert (1995) provide a wide array of sample checklists appropriate for tracking a broad range of counselling variables such as: anger management skills, relaxation training, interviewing skills, counsellor and client involvement in the counselling process, motivation, nature of service received, and referral criteria. Such checklists can provide convincing evidence of counsellor, client, and agency variables influencing counselling success.

*The Life Line.* To help clients identify and reflect on important past events which have influenced them, Goldman (1992) developed “The Life Line.” Clients draw a horizontal timeline on a blank sheet of paper and then plot on this timeline significant experiences, relationships, events, or aspirations which have influenced their lives. This provides counsellors and clients with a graphic means of assessing potential factors to address in counselling and can be used to indicate shifts in client attributions during counselling. It is also possible to quantify client change by simply counting such things as the number of items that change across time or the number of items that pertain to a certain theme, e.g., client “ownership.”

*Portfolios.* Portfolios have been used frequently by writers and artists to provide samples of their work. Recently, it has begun to be used in counselling settings to help clients document changes in their lives. For
example, Sormunen (1994) describes the role portfolios can play in helping document student skill acquisition and easing the school-to-work transition. Nelson Canada recently has published a portfolio guide for use in career planning (Calgary Educational Partnership Foundation, 1996). Field test results (Hiebert & Tanner, 1995) indicate that it had a noteworthy impact on substantial numbers of students, helping them be more focused and more able to recognize their strengths. This provides a good example of how a single evaluation tool can simultaneously serve as an evaluation vehicle and an intervention to help promote change. To satisfy concerns that portfolios are too soft for rigorous evaluation, Stroeble (1993) describes ways in which state assessment standards can be met through portfolio assessment and provides sample assessment criteria for portfolios. Hayes and Kretschmann (1993) provide a useful annotated bibliography for those wishing more detailed information on the use of portfolios in counselling.

Observation forms. Forms for tracking various client behaviours have been available for many years (e.g., Cautella, 1977), typically being used to gather client baseline information or provide informal evidence of client progress. However, observation forms can provide useful evidence of client change across time and therefore can be important evaluation resources. In early studies of classroom management, observations of student behaviour provided data attesting to the success of various intervention procedures. Having demonstrated success in other settings, similar observation procedures can be used effectively to evaluate counselling interventions. Various observation forms have been developed to track a variety of client presenting problems, including headaches and other types of chronic pain, communication skills, job satisfaction, and anger control. Riddle and Hiebert (1995) provide several useful examples that can serve as a starting point for counsellors wishing to use these procedures with their clients.

Cognitive mapping. Thought Listing and Cognitive Mapping are two recently developed techniques for providing a record of a client’s thinking pattern and how a client’s thoughts change over time. In Thought Listing, people are asked to list all the thoughts that come to their mind in response to a question such as: “What are the critical elements contributing to your problem?,” “What are the most important elements contributing to your inability to find a job?,” “What would need to happen so that you felt in control of your life?” or “What are the most important characteristics of a good counsellor?” The procedure can be used to track aspects of a client’s problem situation or key elements of a counsellor’s professional development. In either case, the person is simply asked to list all the thoughts that come to their mind in response to the probe question. In Cognitive Mapping, the exercise is extended by having the
client transfer the results of the thought listing to small post-it notes and then arranging the post-it notes on a sheet of graph paper so that they provide a picture of how the concepts are related in the person's thinking. These procedures can be used as interventions, to help clients become more focused in counselling. They also can be used to evaluate client change in either a quantitative (e.g., Martin, Slemon, Hiebert, Hallberg, & Cummings, 1989) or a qualitative (e.g., Cummings, Hallberg, Martin, Slemon, & Hiebert, 1990) manner. These procedures have been used to track client change (Martin, 1985), change in client assertive thinking (Comeau & Hiebert, 1991), change in counsellor development (Hiebert & Noort, 1988), and similarities between novice and experienced counsellors (Cummings et al., 1990; Martin et al., 1989).

**Self-monitored data.** Self-monitoring has demonstrated success as an intervention (see Hiebert & Fox, 1981; Kanfer, 1991), but it also can provide a useful source of data attesting to client change across time. Self-monitoring can span a wide range of client factors, including subject variables such as pain level, success in a job interview, motivation level, nature of self-talk, etc. Riddle and Hiebert (1995) provide explicit instructions for establishing systematic procedures for using self-monitoring with clients. Such self-monitored data have been demonstrated to be as trustworthy as third party observation data, even when dealing with very explicit physiological variables or low-cognitive functioning clients (Hiebert, Cardinal, & Dumka, 1983; Hiebert, & Malcolm, 1988; Malcolm & Hiebert, 1986).

**Authentic assessment.** In the classroom instruction literature, there have been recent cries for “authentic assessment.” The main thread of the argument is that today's educational goals are too varied to be adequately evaluated by conventional pencil and paper tests (Lines, 1994). What is needed instead, is a means for making assessment practices more closely match instructional practices, where assessment becomes an ongoing process, integrated with instruction, involving students fully, and using various strategies and tools to develop a multidimensional picture of learner progress (Powell, 1993). Most often, this involves assessing actual student performance in a subject area, rather than relying on examinations. Typically the results of authentic assessment can be summarized numerically or put on a scale to provide quantitative data attesting to learner performance.

**Performance assessment.** Performance assessment provides a good example of how authentic instruction can work in counselling settings. For example, Hutchinson and Freeman (1994) describe a detailed procedure for using authentic instruction to teach interviewing skills and performance assessment to determine client mastery of skills. Used in this way, performance assessment provides convincing evidence of client

Summary
Informal assessment procedures, such as those outlined above, offer many benefits for counsellors. They can provide a convenient alternative to standardized testing, they do not create extra work for counsellors, and they often enhance the intervention being used. However, critics point out that reliability and validity checks have been not been conducted on most informal procedures. Therefore, it is uncertain how stable the measurements are and how accurately they reflect the construct under examination. On the other hand, proponents point out that these sorts of evidence are intuitively valid because they connect directly to the construct under consideration, at least in the minds of clients. Furthermore, because the legitimacy of informal measures is just beginning to be acknowledged, there has not yet been enough time to establish a track record attesting to their reliability and validity. As practitioners and researchers begin to utilize informal measures more frequently, the measures will become more fine-tuned and psychometric support for their use will begin to emerge.

Most proponents for non-traditional evidence gathering methods are firm in their proclamation that informal measurement techniques can be rigorous, especially when used in combination. For example, Monson and Monson (1993) used portfolio assessment to reflect individual development and performance-based assessment to reflect skill mastery. They also provide examples of how evaluation need not create more work for counsellors or clients, in that evaluation becomes an integrated part of what is happening in counselling. To evaluate, counsellors (or clients) simply document what is taking place, focusing on the informal evaluation procedures that are interwoven into the counselling enterprise, rather than viewing evaluation as an add-on at the end. Instead of treating the counselling interaction as an interesting observation, counsellors can treat it as a source of evidence attesting to client change. But in order to do that, counsellors need to see informal evidence as being acceptable demonstrations of counselling effectiveness.

EVALUATION AND ACCOUNTABILITY: A WINNING COMBINATION
Several recent reviews of the accountability literature exist (e.g., McEwen, 1995). Therefore, the purpose here is not to repeat or synthe-
size the accountability literature, but to highlight some points that have a particular bearing on evaluating counselling.

Perhaps one of the most centrally important points in both accountability and evaluation is that there needs to be agreement on the nature of the service being offered, what evidence will be acceptable, and what performance levels will be considered as successful. This agreement needs to involve all the people that are potentially affected by the evaluation results, or who have a stake in results. This will include funders, special interest groups, clients, significant others, counsellors, supervisors, managers, and coordinators. All stakeholders need to be involved in determining the nature of service provided, the approach to evaluation, and the evidence that will indicate success (French, Hiebert, & Bezanson, 1994; Riddle & Hiebert, 1995).

As Brownlee (1995) points out, the prime purpose of measurement (and accountability) is to confirm that customer satisfaction or dissatisfaction is justified. Therefore, accountability needs to be seen as beginning with the consensus described in the preceding paragraph and ending with marketing the results to the various publics that an agency serves in order that they might see the effectiveness of the agency (McEwen, 1995). However, in order to conduct that marketing successfully, counsellors need to have something to market! This implies the need for a dramatic change in the type of evidence that is used to support accountability arguments. The types of informal evidence outlined earlier in this paper will become increasingly important in demonstrating value to stakeholders.

An examination of accountability practices to date reveals that "there has been a preoccupation with activity and column counts." (MacDonald, 1993, p. 181). To make evaluation and accountability more relevant, there needs to be an accountability framework in place that allows counsellors to obtain feedback, adjust their intervention to maximize success, and allow for re-entry and referral of clients whose needs were not met initially. Such a framework will help to provide a constantly improving and valued service (MacDonald, 1993, p. 182). Thus, the separation between formative and summative evaluation begins to blur, for the same type of evidence can be used for both. Evaluation becomes embedded in practice which creates the opportunity for practice to be informed and sculpted by evaluation (formative considerations). At some point in time, the evidence is gathered together and presented in a way that stakeholders can understand (summative considerations). Such an approach will go a long way to making evaluation and accountability more important and relevant enterprises in counselling endeavours.

Another point of convergence between the perspective on evaluation presented earlier in this paper and perspectives in the accountability literature centres around the importance and usefulness of building
assessment into the intervention process. Although assessment procedures can be complicated and take up considerable time, many teachers see them as good instruction. Similarly, many counsellors see having explicit assessment procedures as being part of good counselling interaction. Moreover, assessment activities can be worthy in and of themselves. That is to say, the insight and motivation that clients can get from relevant assessment are worth the time that they take (Earl, 1995). This can be particularly important in determining reasonable time expectations for change to occur. For example, Campbell (1995) found that participant change did not take place in a linear fashion: little change took place over the first 6-9 weeks, while the largest amount of change took place in weeks 9-12. This illustrates the importance of having evidence that closely matches the program goals, that tracks the progress of client in the program, and yields some way of knowing how much time it takes to master the skills the program is trying to teach.

A MODEL FOR INTEGRATION

Figure 1 presents a model for combining much of the forgoing discussion. Paramount in Figure 1 is the importance of a sound policy to guide evaluation and accountability activities. The policy needs to outline the evaluation practices of the agency and describe the place of evaluation in the agency mandate. A discussion I had with a recent graduate of our counsellor training program illustrates the importance of this step. This counsellor worked in an agency where the manager believed that the primary mandate of the agency was to service clients and therefore, counsellors were not to spend time evaluating their work. Quite predictably, this agency was downsized to the point where it is no longer able to serve any clients. However, counsellors in this agency who found ways to “get around” their manager’s edict and spend some time evaluating their work with clients, ended up finding new positions in other parts of the organization where downsizing was less severe. The moral of this story for me is that insightful managers will recognize the importance of evaluation in extending the life expectancy of their agency and counsellors who want to keep employment options flexible will find ways of working evaluation activities into their client interventions.

A workable evaluation policy needs to address several key factors. It needs to contain a statement of who the potential stakeholders might be, how other stakeholders will be identified, and how consultation and collaboration will take place. It needs to describe the roles and responsibilities of all parties that have a role to play in evaluation, including counsellors, supervisors, managers, office staff, clients, funders, and so on. It needs to outline the types of evidence that will be considered as legitimate indications of worth and the time frames for each element in evaluation practices.
Figure 1 shows that evaluation practices can be grouped into three main clusters: intervention or program factors, agency factors, and communication factors.

**Intervention Factors**

I have written at length on the factors that are important to address when evaluating counselling intervention (Hiebert 1984, 1989, 1994a, 1994b, 1995, 1996; Riddle & Hiebert, 1995). Therefore, the discussion here will be brief. The general goal when evaluating intervention factors is to demonstrate that counselling is responsible for client change. Therefore, evidence needs to be obtained on both process and outcome variables. Regarding the outcomes, it is important to document what change has occurred in the client presenting problem (e.g., a reduction in violence) and also the change in client skill, knowledge, and attitude (e.g., anger management skill, knowledge and skill about how to negotiate compromises, and a more tolerant attitude) that is responsible for that change. With respect to intervention process, there needs to be evidence that the counselling process (and not other factors) is responsible for those changes. This can be done by documenting that the counsellor has been following an accepted intervention procedure (e.g., an acceptable anger management protocol) and that the client has been engaged in the process (e.g., attending sessions, attempting in-session skill practice, completing homework). The role in this process of the informal evaluation procedures discussed earlier should be obvious. When these types of evidence are compiled, it is easy to make the link between intervention and outcome and thereby, support the claim that client change took place as a result of the counselling intervention.
Agency Factors

Agency factors do not address counselling outcomes per se, however, they have a direct bearing on the success of an agency. Input factors refer to the resources that an agency can bring to bear on the counselling enterprise. If an agency is under resourced, or if its resources are dispersed in too many directions, it will be difficult to achieve acceptable results. Service factors refer to the general factors that affect client perception of quality of service. This might include such items as: how many times the telephone rings before it is answered, how long clients have to wait for an appointment, how much respect is shown by all agency staff, and the extent to which staff members follow through on their promises to return telephone calls or advocate with third parties.

Communication Factors

In order to be an effective ally of a counselling agency, evaluation results need to be communicated to each stakeholder group, recognizing that stakeholders do not all need or want the same information, nor do they need or want it presented in the same way. Thus, it is important to make sure that the message is tailored to the unique information needs of each stakeholder. This might involve gathering different types of evidence for different stakeholders, for example, some stakeholders prefer numbers while others find testimonials more useful. It might also involve using the same evidence and presenting it in different ways, pictorially for some, in tabular form for others. As part of the initial collaboration, it is important for the agency and its stakeholders to agree on what type of evidence will be collected, and how it will be presented to the stakeholder groups.

Summary

In practice, a dynamic inter-relationship exists between all the variables depicted in Figure 1. Although agency policy is depicted as the driving force for evaluation practices, the policies themselves are informed by the nature of the interventions implemented, the resources of the agency, and the stakeholders, all of which reflect the mandate of the agency and the clients being served. Even the subcomponents in the Figure are dynamically connected. Most counsellors are used to thinking about the processes involved in delivering an intervention, but to demonstrate worth, those process must result in identifiable outcomes. The outcomes being attempted, in turn, have a determining effect on the process engaged in. Counselling process and outcome need to be seen as dynamically and reciprocally connected. Furthermore, in order for designated interventions to be effective, an agency must have adequate resources. The nature of the resources needed is determined, in part, by the types of interventions being offered—the success of the interven-
tions is affected by the resources that an agency has at its disposal. It is important that agencies are not expected to “deliver the moon” when they are only given the resources to get to “the house next door”! Finally, the most successful agency, delivering the most effective interventions, is likely to be in trouble if the relevant people do not know about the success. Therefore, communicating evaluation results is an important component of the evaluation process. Furthermore, because different people need, and can relate to, different types of messages, both the audience and the nature of the message are important considerations. All of these ingredients are important when designing and carrying out an evaluation plan.

CONCLUSION

We live in challenging times, made even more challenging by the paranoia that service providers demonstrate around evaluation and accountability concerns. This is not a criticism of counsellors (or other service providers) for they are products of the training programs they completed—training programs that for the most part place little emphasis on evaluation. Most training programs emphasize process as being the central component in counselling. Little emphasis is placed on outcome, and little emphasis is placed on evaluation. By contrast, one of the main themes underlying this paper has been that counselling needs to be seen as a partnership between process and outcome. One important factor that separates counselling from talking to a friend is the expectation for change on the part of the client. Viewing client change as an integral part of the counselling endeavour provides a context for embedding evaluation in counselling intervention and provides an important foundation for addressing accountability concerns.

The view that counselling is composed of BOTH process and outcome, and that BOTH process and outcome need to be present if order for counselling to be considered successful, is considered as radical by many of my colleagues. However, it is an important perspective to consider. If counselling agencies are going to demonstrate success to their stakeholders, they need to have something tangible to show. It will be difficult to obtain tangible evidence unless the outcomes of counselling are considered co-equal with the processes.

A main theme in this paper has been that the role of evaluation in counselling needs to be integrated with intervention, rather than “bolted onto the side” of the intervention process. Counsellors need to have the mind-set that would make it unthinkable to even contemplate intervention without having a clear idea at the outset, how the success of the intervention would be determined.

Years ago, Carl Rogers advocated that client concerns should be central in the counseling process. After many years, and countless remind-
ers, counsellors are beginning to understand the importance of that admonition. We are now at a similar cross-roads regarding the role of evaluation in counselling. Evaluation needs to be seen as part and parcel of the counselling endeavour. Being able to see the results, a tangible indicator of success, serves as important incentive for clients (and likely counsellors also) to work even harder to increment change in their lives. When counsellors have witnessed the powerful effect that knowledge of results has played in clients' change programs, they have become strong advocates of integrating evaluation into client intervention programs. In such cases, process and outcome have become partners in the client change process. Viewing process and outcomes as partners in the counselling endeavour, and making sure that evaluation is fully integrated into the counselling process, are important considerations if we are to increase the likelihood of counselling surviving into the 21st century.

Note

1 I want to thank Dr. Nancy Hutchinson, Queen's University, for initially sharing this metaphor with me. I think it aptly illustrates many current approaches to evaluation and also paints a vision for how things should be different.

References


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