

these different perceptions and degrees of acceptance of authority by different client groups are of vital importance to practice. Further exploitation of these facets of the nature and use of authority would have been useful, whether achieved by selection of the material included or expansion of the editor's introductory comments.

As social workers become more knowledgeable and more clear, it will be possible for the ideas about authority and its use in professional endeavors to be more carefully explicated. A volume such as this should be helping social workers to define, for themselves and for others, just what they actually mean when they use the term "authority." Only as this is done can the profession move securely in building knowledge about authority and its utilization.

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Evaluating Social Programs: Theory, Practice, and Politics. Edited by Peter H. Rossi and Walter Williams. Quantitative Studies in Social Relations. New York: Seminar Press, 1972. Pp. xviii+326. \$10.95.

Evaluation research requires a blend of statistical, methodological, conceptual, bureaucratic, political, and organizational skills. It occurs in a milieu of values, and it is an integral component of social policy development. Its complexity demands sophisticated organizational arrangements. The solo scientist with a limited set of skills may operate effectively in the arena of basic research, but alone would perform a feeble evaluation. These organizational requirements brought Rossi and Williams together to edit *Evaluating Social Programs*.

The volume addresses the many facets of evaluation by bringing together a number of previously published and unpublished papers by highly experienced evaluators of social programs. The volume concludes with Rossi and Williams's two papers, which directly address the problem of the organizational requirements necessary to perform large-scale evaluation for social policy making.

Theoretical concerns were the primary focus of three of five papers originally prepared for a 1969 conference sponsored by the American Academy of Arts and Sciences (AAAS). Rossi's introductory chapter, which summarizes both the papers and the discussion at that conference, provides a thought-provoking introduction to evaluation and reflects the current state of debate and uncertainty in the field. The two other AAAS theory-focused papers, by Houston and Stanley, summarize the statistical-design requirements for developing sound evaluations. They will be valuable for the student concerned with applying the experimental model to program evaluation.

In one paper Cain and Watts assess the methodology of *Equality of Educational Opportunity* (the "Coleman Report"). Because of its highly technical approach, this paper may be difficult reading for the less methodologically oriented. Cain and Watts consider why the present deficiencies in research techniques make it so difficult to assess the effect of treatment variables. Coleman in his reply takes issue with many of their criticisms (especially about the desirability of building sophisticated models to guide research) and reviews their criticisms within the realities of the limitations of his study.

A paper by economists Cain and Hollister, which completes the theoretical section of the volume, provides a general review of evaluation methodology (relying primarily on manpower-program examples). This paper highlights cost-benefit analysis uniquely blended with the approach of quasi-experimental research.

These last two papers are among five authored by staff members or individuals in close contact with the Office of Research, Plans, Programs, and Evaluation of the Office of Economic Opportunity (OEO). The primary focus of this group

of authors is practical—that of workers in a central analytical office—whereas the primary focus of the AAAS group is clearly academic. Three papers, by Glennan, Kershaw, and Williams and Evans, complete the OEO set. Together with an AAAS paper by McDill and others, they compose the “Practice” section of the volume. The paper by McDill and others provides a useful overview and critique of compensatory-education evaluations, with emphasis on national programs including Head Start, Upward Bound, and “Sesame Street.” The authors conclude with the observation that compensatory-education programs are, at present, genuinely burdened with proving their effectiveness.

Glennan’s review of recent attempts to evaluate manpower programs deals with the potential use of evaluation in the planning process and with the conceptual and operational problems associated with the use of benefit-cost analysis. Glennan identifies as a quandary the question of how close a relationship should exist between evaluators and program managers: one too close may result in the control over evaluation, yet one too distant may result in irrelevancy.

Kershaw relates his experience with implementation of the New Jersey negative-income-tax experiment, which provides insight into the problems of implementing large-scale evaluation.

The Williams and Evans paper, which concludes the section on practice, addresses the political and bureaucratic problems accompanying the recent Westinghouse Learning Corporation evaluation of the Head Start program.

This volume, so rich with insights into the complexities of evaluation research, is a significant contribution to the rapidly expanding evaluation literature in that it highlights evaluation of macrosystem interventions, broad-aim social programs that affect widely scattered populations. It makes clear that the difficulties of evaluating broad-aim fluid interventions, as contrasted with specific-aim stable programs, are yet to be adequately understood and faced. These papers also attest to the unfortunate consequences of implementing major innovative programs without prior testing.

The value of this volume, which is addressed to social agency programs, is limited by the absence of reference to the many experimental evaluations of professional social work programs during the last fifteen years, and by the absence of social work researchers among its authors. Perhaps this gap is an expression of one of the organizational problems that Rossi and Williams highlight as they consider social agency effectiveness.

Reflecting on these papers and his own experience in evaluative research, this reviewer is impressed with how rapidly evaluation has developed, but concerned with how difficult and uncertain the methods remain. Specific answers to the central methodological, conceptual, bureaucratic, political, and organizational problems have not emerged, and it is highly unlikely that they will emerge in the near future. It is hoped that the social forces that have led to the rapid development in evaluative research in the recent past will continue to operate and that policy makers, administrators, and evaluators will not abandon this thrust out of frustration and fatigue. It appears that the potential answers lie in serious analysis of lessons learned and in continued vigorous application. This volume will be a valuable source for those interested in this pursuit.

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Continuities in the Language of Social Research. Edited by Paul F. Lazarsfeld, Ann K. Pasanella, and Morris Rosenberg. New York: Free Press, 1972. Pp. xv+491. \$10.95.

This volume is a successor to the authors’ widely used 1961 text, *The Language of Social Research*. Based upon Paul F. Lazarsfeld’s distinctive approach to