

THE FORMATIVE EVALUATION OF YEARS 1 AND 2 OF A PILOT MULTICULTURAL/ ANTIRACIST EDUCATIONAL LEADERSHIP PROGRAM

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Abstract: This paper describes the evaluation approach, techniques, and instruments adopted during the first two years of a three-year multicultural/antiracist educational leadership program carried out in six different school boards in four Canadian provinces involving approximately 200 secondary students. The purpose of the evaluation during these first two years was primarily to assist the program coordinators, teachers, and students to plan effectively, monitor progress, and fine-tune their training programs in order to more successfully achieve their objectives.

Résumé: Cet article décrit l'approche, les techniques, et les instruments d'évaluation utilisés pendant les deux premières années d'un programme pilote d'échanges en leadership pour l'éducation multiculturelle et antiraciste. Le programme touchait 200 élèves du secondaire répartis entre six commissions scolaires dans quatre provinces canadiennes. Pendant les deux premières années, l'évaluation visait principalement à aider les coordonnateurs, les enseignants, et les élèves à mieux planifier le déroulement de leur programme et à effectuer les ajustements nécessaires de leurs objectifs.

THE PROGRAM

█ The Multicultural/Anti-racist Educational Leadership Exchange Program was initiated as a three-year pilot project by a large Canadian nongovernmental organization (NGO), the Society for Educational Visits and Exchanges in Canada (SEVEC). The aims of the innovative program are to help participants:

- develop intercultural/inter-racial leadership skills
- develop a deeper appreciation of Canada's mosaic through student and teacher interactions and cross-cultural sharing
- establish a framework of racial understanding
- identify some causes of prejudice
- develop the environmental conditions for ethnocultural and racial equality
- determine strategies and processes to deal effectively with prejudice and discrimination in the school and community environment
- encourage the incorporation of the community's multi-cultural/antiracist resources into the educational programs (SEVEC, 1990).

The program activity of the first two years of the pilot program reported on in this paper involved three sets of reciprocal exchanges each year, for two consecutive years. Each exchange involved the matching of a group of approximately 25 students and three teachers from one school board with another group of 25 students and three teachers from a school board in a different region of Canada. These paired groups met for sets of intensive, week-long exchanges in each of their respective home schools and communities.

During each exchange visit, the host group planned a series of activities constructed around the cultural and racial diversity of its home community. So, for example, 25 students and three teachers from a school board on Vancouver Island hosted 25 students and three teachers from a board in Ottawa and then made a return visit to Ottawa as guests. Similar patterns of exchange activities occurred, over the first two years, in Winnipeg, Scarborough, Toronto, Kitchener-Waterloo, Halifax, and Sydney.

The Initial Expectations of the Client

SEVEC prepared and distributed a Request for Proposals (RFP) to a slate of potential, external evaluators with appropriate experience in educational program development and evaluation. SEVEC found the proposal submitted by the authors to merit further discussion prior to preparation of a contract.

At this point, the clients (SEVEC) and the potential evaluators did not share an entirely common understanding of the distinction be-

tween evaluation conducted primarily for improvement purposes (formative evaluation) and evaluation conducted primarily to determine the extent to which the program was achieving its intended goals (summative evaluation). The client expressed the wish that what amounted to a summative evaluation be carried out at the end of each of the three years of the pilot project. The evaluators believed that program improvement should be a major focus of the evaluation activity. Such a focus would help program participants (coordinators, teachers, and students) to make their efforts to implement this innovative program more effective.

The Modified Agreement

Considerable discussion followed, during which the authors focused on the importance of program evaluators' making stakeholders (in this case teachers, coordinators, students, school board officials, and the clients) aware of the internal dynamics of the program, to clarify how and to what extent the desired program outcomes might be being achieved (Morris & Fitz-Gibbon, 1978, p. 10; Patton, 1990, p. 94), and thereby foster improvement (Hopkins, 1989, p. 100). Discussion also dealt with the manifest lack of information about other multicultural programs and the pilot project about to be implemented. The evaluators argued that, without confidence in their ability to make meaningful comparisons between programs along important variables such as goals, objectives, characteristics of participants and coordinators, curricula, time-frames, content, activities, levels of implementation, and general and social contexts, they could not simply "borrow" evaluation instruments from other programs (Miller, 1991, p. 323, 579).

Eventually, both parties reached a common understanding of the information needed for program improvement and how this differs from simple outcome measurements. Clients and evaluators agreed that no "ready-made" instruments would be imported from other programs, and that over the three years of the evaluation the evaluators would adapt the focus to the clients' requirements, providing both formative and summative information at specified times.

The first year would be descriptive and provide formative information of a type and quality and presented in a way that teachers and program coordinators would find useful for program improvement. In addition, the evaluators would use information obtained in the first year to design instruments for assessing program goal achieve-

ment; these would be used and refined in the program's second and third years.

The second year would provide formative information for the teachers and program coordinators. In addition, it would focus on summative information for the clients. This information would be collected using the instruments evaluators had created based on what had been learned during year one. The evaluation activity undertaken in the third year of the pilot project, not reported here, would serve four main purposes:

1. It would serve to validate the instruments initially tried out in year two.
2. It would provide summative information obtained from the use of these instruments.
3. It would attempt to assess the impact of the program as perceived by parents and other teachers in the participating schools.
4. It would endeavor to ensure that the procedures developed for evaluation could be used independently by teachers without the intervention of evaluators, so as to phase out, or at least minimize, the need for external assistance and yet provide a strategy to assure program quality.

The variable focus of the three-year evaluation was thus agreed upon to the satisfaction of the clients and evaluators prior to commencement. Figures 1 and 2 summarize the evaluative work carried out during the first two years.

THE EVALUATION: YEAR ONE

The evaluation activities for the first year of the project are summarized by Figure 1 and are discussed below.

Methods

In year one of the pilot program, the evaluators gathered and analyzed extensive participant observation data during each of the six exchanges in Victoria, Winnipeg, Ottawa (two), Scarborough, and Halifax. In-depth interviews were conducted with all participating teachers and several students from each location. Planning documents from the NGO and from each of the schools involved were reviewed.

Figure 1
A Summary of Evaluative Activity Undertaken in Year 1

Methods	Products	Feedback Function	Development Function
<p>1. Participant observation, i.e., participation in and naturalistic observation of both leadership training sessions held for teachers and the 6 exchanges</p> <p>2. In-depth, open-ended interviews with all 18 teachers participating in the exchanges and with the 2 program coordinators</p> <p>3. Review of program documentation and of planning documents related to each exchange</p>	<p>1. Detailed description of each exchange</p> <p>2. Vignettes of successful & unsuccessful cases</p> <p>3. Inventory of controlled and uncontrolled conditions under which the program operates</p>	<p>I.e., how the formative purpose of the evaluation was served</p> <p>The provision of specific formative suggestions to overcome program weaknesses and reinforce strengths</p> <ol style="list-style-type: none"> The design of a distinct planning function at each of 3 phases: the planning phase, the exchange phase, the post-exchange phase Details of key features to be addressed within each phase The need for specific objectives shared by each exchange as opposed to merely general program goals The proposal for the adoption by teachers of a formal curriculum framework to distinguish between and coordinate program goals, objectives, needs assessments, conditions, activities, and outcomes The proposal for the adoption by teachers to link formally distinct activity types to specific kinds of desired outcomes The proposal of a cumulative curricular approach based on a formally expressed "program logic" 	<p>I.e., how the instrument development requirements of the evaluation were served</p> <p>Performance indicators relevant to this specific program were identified, i.e.:</p> <ol style="list-style-type: none"> Changes in student self-reports on the objectives of the exchange program Student self-reports on topics learned and the processes used in their acquisition

Figure 2
A Summary of Evaluative Activity Undertaken in Year 2

Methods	Products	Feedback Function	Development Function
<p>1. Survey instruments assessing students' pre- and post-participation knowledge and skills related to the specific objectives adopted by the teachers for the exchanges</p> <p>2. Learning logs in which students listed what they were learning during each individual exchange</p>	<p>1. A profile of the students participating in the exchanges</p> <p>2. Displays, for both the entire group and each individual exchange, of mean ratings on pre- and post-program surveys of students' knowledge and skills related to the specific objectives adopted by the teachers for the exchanges</p> <p>3. Displays, for the entire group and for each individual exchange, illustrating the topics students reported learning</p> <p>4. Displays, for the entire group and for each individual exchange, illustrating the processes by which students reported learning</p>	<p>I.e., how the formative purpose of the evaluation was served</p> <p>The provision of specific formative suggestions to overcome program weaknesses and reinforce strengths and the basis on which they are made, e.g.:</p> <ol style="list-style-type: none"> 1. Increase the focus of program activities that prompt students to acquire key concepts and to organize specific actions for anti-racist/multicultural awareness to be taken within the schools and the local communities 2. Reduce the quantity of specific objectives for each individual exchange to a more manageable number, perhaps 3-5, that can be treated thoroughly and can be expected to be discernibly achieved 	<p>I.e., how the instrument development requirements were served</p> <ol style="list-style-type: none"> 1. The need for a fixed protocol for the completion of pre- and post-participation surveys by the students 2. The refinement of the learning logs <p>The more precise definition of the processes whereby knowledge and skills appropriate to this program may be acquired</p>

Products

The data obtained during this phase were organized into five separate products. The first was a detailed description of each exchange reporting program plans, activities, and implementation processes. The second and third were a series of vignettes of successful and unsuccessful events recorded by the evaluators during their observations. The fourth was an extensive inventory of conditions, both within and beyond the control of the stakeholders, under which the exchange program was required to operate. The fifth was an inventory of issues requiring the attention of the stakeholders, so that problematic situations could be resolved.

Feedback Function

These data allowed the program participants (teachers and coordinators) to gain a bird's eye view of the entire program as well as detailed images of its strengths and weaknesses. This feedback was provided orally to teachers and coordinators as each exchange was taking place, and in the form of written reports immediately after the end of each series of exchanges. Teachers and coordinators found these descriptions and inventories credible and insightful, and appreciated the extent to which they confirmed and expanded upon their own first-hand experience. They also appreciated the relative ease with which potential solutions to problems, suggested or exposed by evaluators' analyses, could be found and incorporated into present and future planning.

For example, the detailed description illustrated that participating teachers and students had, prior to the actual exchanges, focused largely on the logistical arrangements to create the conditions for the exchanges (fundraising, inter-regional coordination, student selection, accommodation, student involvement, travel arrangements, and teacher orientation). Once the exchanges had begun, the focus of their attention remained on logistics rather than on ensuring appropriate content and process. The matters of relating program goals, objectives, and local needs assessments, and of adjusting operating conditions and activities to maximize appropriate student outcomes and action plans, were often neglected.

Tools for Improvement

The evaluation report did not stop, however, at simple description. The evaluators proposed, for every threat to program success

observed, one or more alternative courses of action that might be adopted to address the situation constructively.

Planning Grids

Based on the evaluators' observations of the most successful exchanges, two kinds of planning grids were suggested. One planning grid specifies, for each activity scheduled for inclusion in the exchange, (a) the objectives to be achieved, (b) the content of the activity, (c) the timing of the activity, and (d) the kind of debriefing of students to be undertaken following completion of the activity. The second suggested planning grid distinguishes kinds of activities from the sequential relationships that pertain between them, using categories progressing from first awareness to knowledge and finally to action.

Both of these planning grids effectively address different aspects of curriculum planning, and each is capable of being profitably used by participants to prepare, implement, monitor, and analyze the value of program activities in relation to program goals.

The major advantage of such frameworks is their potential to guide all program participants (teachers, students, and administrators) in selecting and evaluating activities while also encouraging immediate feedback on their effectiveness without imposing a specific content that might be inappropriate or insensitive to local contexts or choices. Furthermore, the framework in no way impeded the emerging sense of self-ownership over the program among participating school boards.

A second but equally important advantage of the planning grids is to distinguish clearly between the content and processes of this program—which is fundamentally a training program—and other kinds of exchanges, which focus more on tourist travel or promotion of official language mastery or school-to-school relations.

By establishing a unique framework for the program, participants are moving toward a “blueprint” for the exchanges that can be replicated and adopted in schools across the country by the end of the three-year pilot period, thus achieving the objective of the client. The evaluators also pointed out that such a blueprint and curriculum framework would be of benefit in marketing the program to school boards, especially in light of the fact that participating teach-

ers were already finding the planning and conducting of the exchanges to be overly time consuming. Any techniques that can facilitate planning and effective implementation reduce the time investment required of participating teachers, which is in any case substantial.

The evaluators' report was detailed and explicit on the operation of the curriculum frameworks. By relating the suggestions to the situation described in the detailed description and their own first-hand experience of the exchanges, teachers were able to judge for themselves the applicability of each of the proposals and select the one, with modifications where necessary, that best suited their own circumstances. The evaluators' provision of sufficient detail to allow a potential adopter to judge whether a particular strategy would be appropriate to their own program is in keeping with the standard of transferability discussed by Lincoln and Guba (1985, p. 289), and Guba and Lincoln (1989, p. 241).

Activity Types and Vignettes/Case Studies

Among the various activities implemented in the exchanges during the first year, six general types were identified and described by evaluators and validated by both teacher and student participants in the exchanges:

1. The cooperative task (e.g., group bonding, role play, structured interviews)
2. The expert speaker(s) or media presentation (e.g., invited expert or panel from the community who address participants on specific topics, the showing of relevant film or videos)
3. The guided tour of a cultural site (religious institution, art gallery, community service center)
4. The planning or evaluation session (post-exchange debriefing, student planning committees)
5. The formal ceremony (a formal meal, a final pinning ceremony)
6. The performance (students produce or attend a dramatic event)

The vignettes (case studies) provided examples of successful and unsuccessful attempts to use each of these activity types, and included sufficient detail to permit teachers themselves to determine

what factors contributed to their success or failure. The evaluators sought feedback from teachers by providing them with the vignettes and eliciting their reactions as soon as conveniently possible after the activities observed. Teacher reactions were, in turn, consolidated, condensed, and written up as “scenarios for discussion.” This approach was not limited to the observation and examination of activity types, but was used extensively throughout the formative evaluation. Scenarios for discussion typically summarized teachers’ reactions to vignettes and drew a discussion question from each summary. Appendix 1 illustrates three of these scenarios. The first scenario deals with the summary observation that the “action plan” task—the preparation of a plan to effect change in participants’ schools and communities upon their return from the exchange—appeared to be being neglected. The second considers the optimum balance between activities and “unstructured time” to allow participants to absorb the information being directed at them. The third scenario deals with the extent to which teachers facilitating the exchanges are playing an exclusively didactic role or are themselves both learning and teaching.

Inventory of Conditions under Which the Exchange Programs Operate

The inventory of the controlled and uncontrolled conditions of the programs was elaborated by evaluators based on their review of documents relating to the exchanges, on interviews with the SEVEC program coordinators, school board administrators, teachers, and students involved in the planning, and on direct observation. The inventory provided checklists against which school board administrators and participating teachers could determine, during the planning phase, what background conditions they would have to provide or contend with if their exchange was to have a greater chance of success. Similarly, teachers could use the inventory to gauge the thoroughness of their planning and monitor their implementation during the exchange. Figure 3 presents only part of the inventory for the planning phase, as an example.

Identification of Issues

The final product of the first-year evaluation was a list of 13 substantive issues that needed to be addressed. The evaluators included the evidence from which the existence of the problematic issues had been identified. These were all issues that would have to be dealt

with at the level of the school board administrators, NGO program coordinators, and participating teachers. A few of these issues (without the accompanying data and/or rationale) are listed below:

1. To what extent are the NGO's stated objectives for the program merely suggestions which participating school boards may or may not adopt?
2. To what extent is the initial commitment of school boards to retain the participation of the same schools and the same

Figure 3
Partial Inventory (Only Part of Planning Phase) of Controlled and Uncontrolled Conditions under Which the Exchange Programs Operate

1. Planning Phase	Indicators of, or Obstacles to, Success
1.1. Selection of specific objectives for the exchange	<ul style="list-style-type: none"> • if specific relevant objectives for the exchange are selected/not selected • if objectives are/are not relevant to other twinned school group • if objectives are/are not related to SEVEC objectives
1.2 Selection of participants	<ul style="list-style-type: none"> • if a full complement of participants is/is not achieved • if school boards do/do not represent different regions of Canada • if school boards have/do not have commitments to multicultural/antiracist education • if students are at comparable/differing age levels • if teachers are/are not prepared to commit time and learn from the program • if matching process with twinned school board does/does not appear purposeful
1.3. Relevance to school and community situations	<ul style="list-style-type: none"> • if local needs assessments have/have not been conducted and analyzed for the program • if objectives for the programs are/are not selected in reference to needs assessments of existing agendas • if schools and communities are/are not aware of needs for multicultural/antiracist leadership
1.4. Program support from school boards	Etc.
1.5. Selection of activities for the exchange	Etc.
1.6. Participation of students	Etc.

- teachers for the three-year pilot period an intrinsic and non-negotiable characteristic of the program?
3. Should a minimum amount of teacher release-time and administrative support prior to, during, and after the exchanges be a necessary requirement for school board participation?
 13. How sensitive should participants be about using or not using specific ethnic or racial examples in discussions and activities, and how sensitive should other participants be in questioning their use?

As a monitoring device, evaluators noted impressionistically, but systematically, the extent to which these issues were addressed by program coordinators and participating teachers, as evaluators participated in the teacher orientation sessions prior to the second-year exchanges, as reflected in the NGO's planning and training documents, and as reflected in the second-year exchange plans of the participating schools.

Instrument Development Function

The Origin of the Pre- and Post-exchange Survey Instruments

The data collected during the observation period allowed the evaluators to identify performance indicators by means of which the success of the program (in terms of student outcomes) could be measured. In this task evaluators benefited from discussions of the role that performance indicators can play in educational monitoring in the monograph *Indicators in Educational Monitoring* (Her Majesty's Inspectorate, 1991).

It is common to use the extent to which program goals have been met as the (or at least a) measure of program success. During the observation of the first year of the program, evaluators noted that teachers and students were uncertain about the meaning of some of the program goals. They were also unclear on how these goals related to their own planning of activities to be undertaken during the exchanges (as issue number 1 above illustrates). The evaluators brought this problem to the attention of program participants half-way through the first year. All concerned thought it sufficiently important to merit immediate action. Accordingly, the evaluators, with the approval of the SEVEC program coordinator, asked the

teachers to translate the original six goals developed by the NGO (see above) into terms that more accurately reflected their intentions for the actual exchanges, and would be comprehensible to their students and pedagogically appropriate. The participating teachers produced 11 specific objectives, corresponding in intention to and compatible with the NGO's original goal intentions, while accounting for the teachers' experiences during the first year and reflecting their aims for the following year's exchanges. These objectives reflect the changes in opinion, knowledge, and behavior that the program intended to bring about in the participating students. They are:

- To develop leadership skills
- To clarify and use language on issues related to race and culture
- To experience and value another culture
- To foster a greater interest in other cultures and races
- To identify some causes of prejudice
- To identify barriers between people
- To become more aware of conditions in the school in order to increase equality among racial and ethnic groups
- To become more aware of one's own biases and prejudices
- To increase one's ability to deal effectively with prejudice and discrimination within the classroom and other school environments
- To raise one's willingness to apply leadership skills to community activities
- To become more motivated to address issues involving prejudice and discrimination in the community

At the same time, the evaluators discussed with the teachers the advantages of using their own self-formulated objectives as the measure of program success or failure. It was generally agreed that the newly teacher-formulated objectives would constitute both the specific aims of the exchange programs and the criteria by which their success or lack thereof was measured. Thus, rather than introducing measurement criteria imported from some "foreign" program, evaluators were provided with criteria participants had selected and worded, and thus believed were both commensurate with their intentions and attainable in practice. The evaluators accepted that no more satisfactory, credible, appropriate, or "ecologically valid" performance indicators could be found, and proceeded to build these objectives into a survey instrument.

The Origin of the Learning Logs

The learning logs were instruments permitting the students to record their own impressions of what they were learning during the exchange program. The format for the learning logs was devised from the categories of learning means initially proposed by several of the teachers participating in the exchanges. The planning grids discussed above had drawn enthusiastic approval from the other teachers, who affirmed that the grids accurately reflected the kinds of learning processes they were attempting to promote via the activities they included in their exchange programs. Hence, the evaluators decided that the categories could provide the framework for an open-ended instrument that asked students to list up to three specific things—for each of the three categories awareness, knowledge, and action—that they considered they were learning during a particular exchange (Appendix 2).

In this way qualitative data, phrased in the students' own terms, would be sought as the most direct indicators of students' sense of what and how they were learning. The logs were given to students to complete twice during each week of the following year's exchanges, once mid-way through the week and once at the end of the week. In all, each student would thus complete four learning logs.

THE EVALUATION: YEAR 2

The evaluation activities of the second year of the project are summarized by Figure 2 and are discussed below.

Methods

During the second year, one member of the evaluation team attended a portion of each of the exchanges. The primary purpose was to administer the information-gathering instruments, the design of which had arisen out of experience with the first year of the program, as described above. In addition, however, the evaluation sought evidence of program improvement that addressed the weaknesses and built upon the strengths described in the first year's evaluation products.

Products

There were three principal products of the second year of the evaluation, each of them designed to provide stakeholders with precise and credible feedback concerning specific features of the program.

Participating Student Profiles

Student profiles were exhibited in simple tables showing the distribution by year of age and sex. These provided the clients and participating schools with evidence as to whether actual participants corresponded to the target participants for whom the program had originally been conceived.

The vast majority of student participants fell into the target age group, that is, 15–18 year olds. These profiles also permit outcome data to be correlated with age, and so allow stakeholders to determine, by measuring outcomes, whether program objectives are sensitive to age of participants. Preliminary analyses of data from the third year of the study indicate distinct increases between pre-program and post-program surveys for 15 and 16 year olds, whereas younger and older students tend to rate themselves about the same. If this pattern is borne out in the final analyses, it will suggest that students at ages 15 and 16 stand to benefit most from certain aspects of the program.

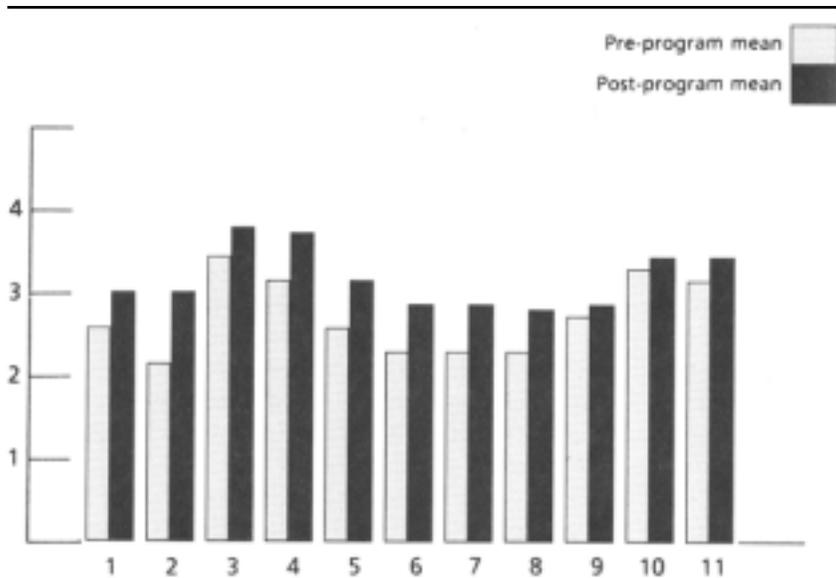
Displays Based on Pre- and Post-Program Surveys

Displays based on surveys such as the one illustrated in Figure 4 are more understandable to program participants and stakeholders than the more traditional data table containing means, standard deviations, and significance values from which the bar chart has been plotted. A similar display was generated to represent the aggregate of the results obtained from all three sets of exchanges conducted during the second year. Similar charts based on the data obtained from each student group graphically display for teachers and program coordinators how one group's results differ from another's. They can be fruitfully used by teachers and program coordinators to discuss factors such as students' prior experience of multicultural training, individual student characteristics, and the like, and the extent to which these differences may have influenced the amount of knowledge and skills with which the students arrived and departed.

Ratings for only three of the items showed differences that were statistically significant between the pre-program and the post-program surveys. These items related to the objectives of developing leadership skills, clarifying and using language on issues related to race and culture, and identifying some causes of prejudice. Discussions with stakeholders produced the formative recommendation that

any one exchange program should reduce the quantity of program objectives from eleven to a more manageable number, perhaps three to five. These could then be treated more thoroughly, increasing the likelihood that they could be discernibly achieved during any given exchange.

Figure 4
Bar Chart of Mean Ratings on Pre-Post Program Surveys of Knowledge and Skills for 11 Program Objectives



- 1 = leadership skills
- 2 = use language related to race and culture
- 3 = value another culture
- 4 = interest in other cultures and races
- 5 = identify causes of prejudice
- 6 = identify barriers between people
- 7 = increase equality in school
- 8 = awareness of own biases and prejudices
- 9 = deal with prejudice and discrimination
- 10 = apply leadership to community
- 11 = address prejudice and discrimination in the community

Displays Based on Learning Logs

The learning logs produced open-ended, written data, and a system of coding this information had to be developed for analysis. A constant-comparative method (Erickson, 1986) was used to devise categories that represented the full content of these data while reducing them to specific, emergent themes.

Two sets of coding categories emerged from this analysis. One set of categories related to the topics that the students reported having learned about during the exchanges. Five topics were frequently mentioned: racism, immigration problems, cultural and language differences, leadership skills, and geographical and historical information. Preliminary analysis showed that the distribution of topics varied considerably for different exchange locations. Teachers became conscious that multicultural/antiracist topics are sensitive to regional context.

A second set of categories related to the learning processes that students reported having engaged in to construct their knowledge during the exchanges. Five knowledge-construction processes were frequently reported in the logs: facts or incidents, concepts, awareness of others, personal skills, and capacities for social organization. Preliminary analysis showed the distribution of processes of learning also varied considerably for different exchange locations. This gave teachers material for reflection upon the factors influencing their particular choices of educational processes.

Feedback Function of Displays Based on Learning Logs

The analyzed data obtained from the learning logs were presented in such a way that each participating school board could compare the topics and learning processes their students had reported. From such comparisons, teachers and students were able to judge whether the number and proportion of topics and processes employed corresponded to the plans they had drawn up for the exchange as reflected in their completed planning grids. Perceived discrepancies could be examined and the numbers or proportions of the topics adjusted to more closely match the intentions of each planning team (participating teachers, students, and program coordinators).

In addition to presenting this information in a form that could be readily understood and used by the teachers and program coordina-

tors, the evaluators offered their own suggestions on what the results might mean and how they might be used to improve the program in the third and final year.

There is no single correct balance of topics for all exchanges. The topics selected are likely to be those that are most salient in that particular location.

Development Function

Of crucial importance is evaluators' use of data to judge and improve the validity of the instruments that had been developed. The improvement of these instruments will be crucial to the third year of the evaluation and to subsequent possible iterations of the program.

CONCLUSIONS

As has already been noted in the evaluation literature (Martel, 1992, p. 88), the process to select participants for this kind of high-school multicultural/antiracist leadership training is likely to favor students who are already aware of many of the issues involved, already actively participate in school/community activities in this area, and already possess or even practice some leadership abilities. This factor, combined with the fact that programs of this type are intended not merely to have an immediate impact upon the knowledge and skills of the participants, but to have an effect that may only be fully discernible over time, tends to limit the meaningfulness of data collected during or immediately after program implementation.

However, the methodology used over the two years of the three-year evaluation demonstrates the value of extensive formative evaluation information serving both to assist participants in effecting ongoing program improvement and to assist evaluators in developing valid instruments of assessment.

In particular, this evaluation study attempts to address the recent criticisms (Tator & Henry, 1991, p. 139) that programs of this kind suffer from:

- the absence of crucial program planning components (i.e., clearly outlined goals and time frames), the lack of explicit

- prioritization of those goals, and the limited human and material resources allocated to implementation, and
- the absence of “monitoring and evaluation mechanisms.”

The authors firmly believe evolving program-specific evaluation instruments and involving program stakeholders in their design, refinement, and use will result in data that are relevant and credible (Scottish Office, 1993). Furthermore, the extra time invested in presenting data in a user-friendly form will have the effect of engaging the interest of the stakeholders and key information-users, and their involvement in further analyses and interpretation (Cumming, 1987). Where evaluators are willing to make these kinds of investments, stakeholders will show increased personal involvement, making it more likely that they will *use* evaluation results to improve program activities, and so increasing the likelihood that program goals will be achieved (Mackay, 1994).

APPENDIX 1

Scenario 1

Would the long-term value of the exchanges benefit from having the idea of “action plans” brought into more distinct focus from the beginning of the exchange planning process and throughout the activities?

Many participants showed considerable uncertainty about the nature or qualities of an action plan or how to work toward creating or implementing one. Certain teachers did not know precisely what the term referred to, and were uncertain of how local board agendas related to initiatives their students were to create throughout the exchange experience. Other teachers realized, as an afterthought, that they had given little attention to action plans in their preparations for the exchanges. Student groups that were planning long-term actions for their school or communities in the first phase of the exchanges showed some lack of awareness of how to proceed, what possible models exist, or what results to aim for. Apart from broad political plans, more connections between the exchange activities and future actions appeared to be made productively in instances where teacher-facilitators prompted students to think of specific actions to take in certain group circumstances, such as: [*Facilitator:*] “How would you handle the silent person in these kinds of groups?”

[*Students:*] “Just tell them to join in. Ask them a question or something. Maybe just encourage them by making them feel good.”
[*Facilitator:*] Those are good ideas. They are important to think about.”

Scenario 2

What is the optimum balance between intense, unique, group-based experiences and unstructured time for personal reflection, consolidation of knowledge, and rest?

The activity-based nature of the exchanges put a premium on performing a diversity of innovative, dynamic, cooperative tasks. But participants (teachers and students alike) remarked that they sometimes felt they needed more unstructured time to themselves, to put the fast-paced array of group activities into perspective, and to come to understand how activities interrelated or what they were learning from them. As the exchange progressed, some participants appeared to reach a point of exhaustion where they were unable to process further information or make sense of it. As one student remarked to her teacher near the end of one week’s exchange, “I feel like I’m moving all the time. Like, I haven’t had a chance to talk to anyone from my school all week. I look around and, pouf, they’re gone. I get stressed out and don’t know what to do.” Varying use was made of personal journals to document individual interpretations of the exchange activities, but it was not clear how this medium would be used to help students consolidate their experiences into substantive knowledge or actions.

Scenario 3

Should participating teachers plan, agree upon, or be given specific goals for professional self-development to be monitored and attained during the exchanges?

Although many participating teachers have indicated that they have indeed learned a lot, such learning appears to have been incidental rather than planned learning. Many teachers have gained experience and confidence in performing certain activity types, seen how to limit or refine their objectives for certain exchange activities, or come to a greater awareness of cultural issues. Other teachers expressed surprise at being asked about personal growth or learning,

implying that theirs is a didactic role, not a learning one. One student-participant remarked on this tendency in a post-exchange discussion: "Teachers are so used to giving information that they have trouble taking it." The purpose and processes of teacher development in the context of these exchanges were not made clear during the leadership training sessions. Similarly, during many of the exchange activities conducted by one or two individuals it appeared to the evaluators that teachers were uncertain of what functions they could usefully perform; they seemed to search anxiously for a fuller role to take on. Numerous areas for instructional development appear possible and worthwhile within the context of the exchanges, such as enhancement of questioning techniques, leadership or analytic skills, and cultural awareness.

APPENDIX 2

Example of Student Learning Log (Condensed)

SEVEC Multicultural/Antiracist Educational Leadership Program
Learning Log

Date: _____

Location: _____

Male or Female (please tick) Date of Birth: _____

On this page, write briefly about your multicultural/antiracist leadership experiences so far during this exchange. Use the back of this sheet if you need to.

In the first part you will write about issues you became aware of since the exchange began; in the second part, about things you gained new knowledge about; and in the third, about ways in which you think the exchange is helping you to be better prepared to act.

Review your notes or your journal entries if you need to. The information you supply on these pages will be analyzed and will help SEVEC to improve planning for future exchanges. Thank you for helping!

I became aware of

- 1.
- 2.
- 3.

I gained new knowledge about

- 1.
- 2.
- 3.

I am now better prepared to take action by

- 1.
- 2.
- 3.

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