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**The Impact of Anti-racist and Ethnocultural Policies
on the Recruitment and Retention of Visible Minority Teachers in Ontario School Boards**

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A Thesis to be Submitted in Partial Fulfillment of the Requirements

for the

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in the

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ABSTRACT

This study examined the development and implementation of anti-racist and ethnocultural equity policies impact of anti-racist and ethnocultural equity policies in Ontario school board districts, and the impact these policies have had on the recruitment and retention of visible minority teachers. The following questions guided this study:

- What process did school boards assume in implementing AEE policies?
- Why did they undertake the development of AEE policies?
- Who was involved in the development of these policies?
- What impact did the implementation of these policies have on the recruitment and retention of minority teachers?

The data for this study were collected through questionnaires. Data analysis involved organizing the data into descriptive statistics, and then analysing them as individual components, as well as providing a composite picture.

From this study's findings AEE policies have had little impact on the recruitment and retention of visible minority teachers. This study proposed that the Ministry of Education and Training lacked leadership in the monitoring, development and implementation of these policies, it also failed to hold school board districts accountable for not meeting the objectives of the policy, and did not provide sufficient resources or funding. These failures as well as the lack of information regarding the number of employed visible minority teachers in Ontario have resulted in the negative impact of the policies regarding the recruitment and retention of visible minority teachers.

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CHAPTER 1: INTRODUCTION

Background

In accordance with a 1992 amendment to the Education Act, Ontario school boards were required to develop and implement antiracism and ethnocultural equity (AEE) policies. These policies reflected a commitment to the elimination of racism within schools and in society at large. Antiracism and ethnocultural equity policies were based on the recognition that previous existing policies, procedures, and practices in the school system were racist in their impact, if not in their intent, and that they limited the opportunity of students and staff belonging to Aboriginal and racial and ethnocultural minority groups (Ontario Ministry of Education and Training, 1993). The main focus of the policies was to identify and eliminate systemic inequities and barriers to equitable education for students and on equitable employment practices for staff of all races and ethnocultural backgrounds. Areas that were to be examined included: board policies, guidelines, and practices, leadership, school-community partnership, curriculum, student languages, student evaluation, assessment, and placement, guidance and counselling, racial and ethnocultural harassment, staff development, and lastly, the focus of this research, employment practices where the aim was to create a work force in Ontario school boards that reflected and were capable of understanding and responding to the experiences of a racially and culturally diverse population (p. 16).

The following research study is an examination of the impact of AEE policies on the recruitment and retention of visible minority teachers in Ontario school boards. Special attention is given to the development and implementation of AEE policies in Ontario school boards, reasons for the lack of visible minorities teaching, as well as the

impact of AEE policies on the recruitment and retention of visible minority teachers. In total 6 school boards were studied through the use of questionnaires.

The Purpose of the Study

The purpose of the study is to examine the development and implementation of anti-racist and ethnocultural equity policies in Ontario school boards, and the impact these policies have had on the recruitment and retention of minority teachers. The following questions guide the investigation:

1. What process did the school boards assume in implementing anti-racist and ethnocultural equity policies?
2. Why did the school boards undertake the development of anti-racist and ethnocultural equity policies?
3. Who was involved in the development of these policies?
4. What impact did the implementation of these policies have on the recruitment and retention of minority teachers?

A Personal Ground

This research was motivated by a number of factors. *Squatter*, a short story in Rohinton Mistry's *Tales from Firozsha Baag*, Nina Bascia's (1996) study on the barriers faced in the careers of minority immigrant teachers in Canada, and Paulo Freire's (1970) chapter on dialogics in his *Pedagogy of the Oppressed* all influenced the researcher's decision to pursue this study.

Squatter reveals the story of Sarosh, an Indian from a Parsi community in Bombay who decides to emigrate to Canada, and begins with him "depressed and miserable, perched on top of the toilet, crouching on his haunches, feet planted firmly for

balance upon the plastic oval of the toilet seat” (Mistry, 1987, p.153). Unable to pass a motion in the Western style, Sarosh repeatedly finds himself climbing up onto the seat and simulating the squat of Indian latrines in order to achieve the desired catharsis.

Despite the intensely personal nature of Sarosh’s problem, the story continually urges us to consider the social and cultural ramifications of his inability:

The world of washrooms is private and at the same time very public: The absence of feet below the stall door, the smell of faeces, the rustle of paper, glimpses caught through the narrow crack between stall door and jamb – all these added up to only one thing: a foreign presence in the stall, not doing things in the conventional way. And if the one outside could receive the fetor of Sarosh’s business wafting through the door, poor unhappy Sarosh too could detect something malodorous in the air: the presence of xenophobia and hostility. (Mistry, 1987, 156)

Sarosh’s inability to pass a motion Western style, is a pragmatic example of cultural dislocation, something both visible minority students and teachers can relate to in a school system that focuses on the dominant population.

Squatter also challenges the concepts of multiculturalism and cultural mosaic, arguing that they are no better than the American ideology of a melting pot.

Nariman noticed that most of the boys wore puzzled looks and realized he had to make some things clearer. “The Multicultural Department is a Canadian invention. It is supposed to ensure that ethnic cultures are able to flourish, so that Canadian society will consist of a mosaic of cultures – that’s their favourite word, mosaic – instead of one uniform mix, like the

American melting pot. If you ask me, mosaic and melting pot are both nonsense, and ethnic is a polite way of saying bloody foreigner.” (p. 160)

Mistry’s challenge toward the Canadian ideologies of multiculturalism and cultural mosaic led to this investigation as to whether or not this criticism was also shared in Canadian schools.

Bascia’s (1996) study on minority immigrant teachers in Canadian schools and the barriers faced in their teaching careers because of their ethnic and racial background pointed toward other studies and theories concerning the lack of visible minorities in the teaching profession.

In Freire’s *Pedagogy of the Oppressed* Freire’s discussion on the importance of retaining both constitutive elements of the word, reflection and action, greatly influenced the decision to explore the impact of anti-racist and ethnocultural equity policy on the recruitment and retention of visible minority teachers:

An unauthentic word, one which is unable to transform reality, results when dichotomy is imposed upon its constitutive elements. When a word is deprived of its dimension of action, reflection automatically suffers as well; and the word is changed into idle chatter, into *verbalism*, into an alienated, and alienating ‘blah’. It becomes an empty word, one which cannot denounce the world, for denunciation is impossible without a commitment to transform and there is no transformation without action. On the other hand, if action is emphasized exclusively, to the detriment of reflection, the word is converted into *activism*. The latter – action for action’s sake – negates the true praxis and makes dialogue impossible.

Either dichotomy, by creating unauthentic forms of thought, reinforces the original dichotomy. (p.75-6)

Bascia's (1996) criticisms of AEE policies in Ontario school boards (p. 163) resembled what Freire termed as *verbalism*. AEE policies stand as idle chatter, an empty word that has no hope of transforming the world due to its lack of commitment. The policies may be present in the school boards, but the question remains whether everyone in the board understands and believes in them and whether everyone will commit to seeing that the objectives are met.

The Lack of Minority Teachers

Recent literature on the lack of minorities in the teaching profession warn of what may become a reality in years to come – that a student in the public school system may graduate from high school and never have a teacher from a minority group (Piercynski, Matranga, & Peltier, 1997). Although there seems to be a lack of both research and reliable estimates of the numbers of teachers of racial or ethnic minority in Canada, Solomon (1996) maintains, “it is quite safe to speculate that they are grossly underrepresented” (p.231). A phone call to the Ontario Ministry of Education and Training confirmed that the numbers of teachers of racial or ethnic minority in the province are not recorded. The majority of teachers, both employed and in training, according to Ladson-Billings (1995), are White, middle-class, and female. With student populations in Canada becoming increasingly more diverse, particularly Ontario which houses 53% of the visible minority population in the country (Statistics Canada, 1998), the lack of minorities pursuing careers in the teaching profession is alarming. Students' concerns were quoted in Lewis' (1992) *Report on Race Relations in Ontario* as

demanding, “Where are the visible minority teachers? Why are there so few role models?” (p.20). The demands made by these Toronto students were justified as the proportion of minority teachers in the Toronto Board of Education’s secondary schools hovers at about 10%, whereas almost 50% of the students are racial minorities (Carr, 1995). The Board’s administrators – principals, superintendents, and director – are also overwhelmingly White (Carr and Klassen, 1997).

The *Lewis Report* was not alone in its allegation that Ontario schools were not equipped to deal with a student population that was growing increasingly more diverse. In 1977 the Ontario Human Rights Commission (OHRC) established a Committee on Race and Ethnic Relations and Public Education to produce public education programs on human rights and race relations that could be presented to schools and other institutions. As Young (1994) indicates, one of their strategies dealt specifically with minority relations stating:

Educational institutions, especially primary and secondary schools are ill-equipped to deal responsibly with inter-group tensions between native-born and immigrant students and between foreign-born students and teaching and administrative staff. (p.35)

In 1983, the Race Relations Division of the OHRC’s Consultative Committee on Education, realizing that the Ministry of Education was not going to do it themselves, decided to provide school boards with a model race, and ethnic relations policy,. A subcommittee was composed of educators and race relations practitioners, which later released a document entitled *Towards a Policy... Race and Ethnic Relations in the Education System* (Young, 1994). *Towards a Policy* was divided into eight sections, one

of which dealt with Employment Practices which recommended that school boards “review their hiring procedures and develop strategies to attract more minority candidates into the system”.

The document was released at a Ministry of Education conference, at which the Minister of Education, Sean Conway, decided not to adopt *Towards a Policy*, but announced that the Ministry of Education would establish a Provincial Advisory Committee on Race and Ethnocultural Relations to address the problems raised at the conference. Young (1994) presents two possible reasons for the Ministry of Education’s decision not to adopt *Towards a Policy*. 1) inter-ministerial politics, in that the Ministry of Education may not have wanted to endorse another government agency’s document, or 2) the Ministry of Education wanted to expand on the recommendations made in *Towards a Policy*.

Four years later in 1987 the Provincial Advisory Committee on Race and Ethnocultural Relations produced a document entitled, *The Development of a Policy on Race and Ethnocultural Equity*. One of its sections, dealt specifically with the recruitment and retention of minority teachers.

The Ministry encourages all school boards in conjunction with their employees and their school community to develop equitable criteria in the areas of employee evaluation, hiring and promotion, with a view to ensuring the removal of all institutional barriers of equal employment.

(Young, 1994, p.44)

Educators and community groups were asked to “study and validate the draft”. Their responses were included in *A Synopsis of Public Responses to the Report of the*

Provincial Advisory Committee on Race Relations: "The Development of a Policy on Race and Ethnocultural Equity". The feedback was positive, but there was evidence of a reluctance, as Young (1994) indicates, if not a resistance to government intervention forcing boards to adopt this policy. Two themes emerged from the synopsis: funding and leadership. Most of the respondents focused on the need for the Ministry to provide financial support as well as direction and leadership in all aspects of the development, implementation and monitoring of the policy (p.49).

Karen Mock and Vandra Masemann were commissioned by the Ministry of Education to examine existing policies in school boards, to identify barriers and key factors in the successful development and implementation of the policy, and to make recommendations to the Ministry of Education to facilitate the process of policy development and implementation for school boards in Ontario.

Mock and Maseman's final report of March 31, 1989 was not published until 1990. Young (1994) quotes Mock as believing that the reason for the delay of the publication of the final report was due to the Ministry of Education wanting to avoid the issue (p.53). It wasn't until 1992 that the Ministry of Education made it mandatory for all school boards to develop race and ethnocultural equity policies. According to Young, the incentive for this did not come out of the recommendations made by Mock and Maseman, but rather from the 1992 riot in Toronto. Fifteen years of research, strategy, planning and recommendations to persuade the Ministry of Education to demand that its school boards develop and implement race relations policies had fallen on deaf ears – the riot however spoke volumes.

Anti-racist and Ethnocultural Equity Policy Implementation in Ontario

As a result of the concerns of students, parents, minority communities, educators and politicians, on May 26th 1992 the New Democratic Party of Ontario passed Bill 21, an amendment to the Education Act which required school boards to develop and implement anti-racism and ethnocultural equity policies. This was an effort to be rid of systemic inequities existing in the school system that limited Aboriginal and other ethnocultural minority students and staff members from fulfilling their full potential (Ontario Ministry of Education and Training, 1993). The Ministry of Education and Training opened a new branch, the Division of Antiracism, Access and Equity, specifically for the purpose of ensuring that all education, training, and curriculum address antiracism and ethnocultural principles. The division was further divided into four teams. The Antiracism and Ethnocultural Equity team dealt with such areas as the implementation of the recommendations put forth by the *Lewis Report*, antiracism and ethnocultural equity in public and post-secondary education, as well as policy and training for anti-racism and ethnocultural equity within the ministry. A second team, the Access and Equity team dealt with such issues as human rights and the prevention of harassment and discrimination. The two other teams that came under the umbrella of the division were that of the Support Services team and the Violence Protection Secretariat. The ministry also provided school boards with a document, *Anti-racism and Ethnocultural Equity in School Boards: Guidelines for Policy Development and Implementation*, designed to assist school boards in the development of these policies. These policies were to be submitted to the Minister for approval, and changes to the policies, as directed by the Minister, were to be made.

With Bill 21 passed, a document to assist school boards with developing policies, and a governmental division dedicated to assisting in the development and implementation of the policies, it seemed like Ontario was warming up to antiracist and ethnocultural equity in their school boards. The following election would prove this to be a false outlook.

In order to understand the reluctance to accept antiracism and ethnocultural equity policies, it is necessary to investigate the criticisms of anti-racist education (which is at the heart of the policy). Like its counterpart, multicultural education, anti-racist education has been scrutinized by many critics; Pearce (1986), for example, complains that anti-racist education is “the subordination of education to political ends regardless of the educational consequences” (pg. 136). Others, like Troyna and Carrington (1990), criticize the possibility of indoctrination or propaganda. Other critics, such as Massey (1991), claim that anti-racist education carries with it too much left-wing baggage to gain widespread support. Mansfield and Kehoe (1994) also emphasize this:

A difficulty in using politically oriented anti-racist curricula is the perception of many parents and educators that the current curriculum is and should remain apolitical. A related concern is whether the Canadian public, which is predominantly centrist politically, would support a type of education so closely aligned with the political left. One should also remember the anti-left sentiments of many immigrant and refugee groups in Canada for whom Marxism is synonymous with oppression. (p. 420)

The anti-racist belief that racism is a by-product of capitalism may also hinder support from the Canadian public. “When anti-racist education,” state Mansfield and

Kehoe (1994), “attacks the values of capitalism, it sets itself in an untenable position in the Canadian context, where Canadians have historically embraced capitalist enterprise and continue to do so” (p.421).

It came as no surprise when the Progressive Conservative Party, elected in June of 1995, undermined the momentum of anti-racist reform in education by dismantling the Ontario Anti-Racism Secretariat. Although many educators, principals and school boards in Ontario appeared to remain committed to anti-racism Carrington and Bonnett (1997) claimed it had no longer retained such a high profile in provincial education policy.

An examination of the development and implementation of AEE policies in Ontario school boards, and their impact on the recruitment and retention of minority teachers, makes it possible to better understand the absence of minorities in the teaching profession.

Definition of Terms

For the purpose of this study the following definitions apply:

Anti-racism and Ethnocultural Equity AEE “refers to equitable treatment of members of all racial and ethnocultural groups and the elimination of institutional and individual barriers to equity.” (Ministry of Education and Training, 1993, p. 42)

Anti-racist Education is “an action-oriented strategy for institutional, systemic change to address racism and the interlocking systems of social oppression” (Dei, 1996, p. 25)

Ethnic is “an adjective used to describe groups that share a common language, race, religion, or national origin.” (Ministry of Education and Training, 1993, p. 43)

Minority Group is defined as “a group of people within a given society that has little or no access to social, economic, political, cultural, or religious power.” (Ministry of Education and Training, 1993, p. 43)

Multicultural Education is “an approach to education, including administrative policies and procedures, curriculum, and learning activities, that recognizes the experiences and contributions of diverse cultural groups.” (Ministry of Education and Training, 1993, p. 43)

Race is defined as “a social category into which societies have divided people according to such characteristics as skin colour, shape of eyes, texture of hair, and facial features” (Ministry of Education and Training, 1993, p. 44)

Visible Minority “persons other than Aboriginal peoples, who are non-Caucasian in race and non-white in colour “ (Statistics Canada, 1994)

Limitations

This study was restricted to 6 school boards, and is not generalizable. The controversial nature of the topic was a limitation as some boards and participants did not feel comfortable releasing information on this topic. The eight years that have passed since the policies were mandated also serve as a limitation, as some of the data rely on the ability of the participant to remember things that happened in the past. It must also be noted that implementation of AEE policies took place when funding to education in the province of Ontario was cut back serving as a limitation.

Significance of the Study

The Ontario Ministry of Training and Education's decision to make one of its focuses, employment practices, part of the AEE policy in Ontario school boards, suggests that the representation of minorities in Ontario schools is vital in creating an anti-racist learning environment. By examining the impact this policy has had on the recruitment and retention of minority teachers in the province, this study will provide a fresh perspective on the effectiveness of these policies to better represent the increasing diversity of the province's student population. At the same time this study will throw light on the representation of minority teachers in six school districts.

CHAPTER 2:

Review of the Literature

AEE policies, as Young points out, did not occur in a vacuum, but rather were the by-product of changing realities in Ontario and Metropolitan Toronto (Young, 1994). In response to these changes the Ministry of Education and Training attempted to force school boards to address the changing racial composition and consequent social realities of Ontario (p. 1). One of the realities was that the multiculturalism policy, introduced in 1971 by Prime Minister Trudeau, was ill equipped to address issues of race relations or racism. Another reality was the lack of, and need for, minority teachers in Ontario schools.

The following literature review focuses on these areas: Multicultural and Anti-racist Education, Reasons for the Lack of Minorities in the Teaching Profession, and Minority Teachers as Role Models. The first section discusses the important distinction between Multicultural Education and Anti-racist Education. The second section investigates the reasons for the lack of minorities in the teaching profession, the drop in interest in the teaching profession, and the barriers faced by visible minority teachers and teacher candidates. The final section examines the need for minority teachers as role models in Ontario schools.

Multicultural and Anti-racist Education

Racial inequality in Canada dates back to the original contact between the European colonizers and the Natives and Inuit (Alladin, 1996). The Native Peoples were forced onto reservations, subjected to discrimination by the English and French settlers,

and denied access to economic and political power (p. 9). The dominant British and French also controlled immigration policies on who should be allowed entry, where they could settle, what jobs should be allocated, and which languages should be spoken (p. 9). Early English Canadians, Alladin (1996) maintains, preferred immigrants from Britain, and Northern and Western Europe for their cultural and social compatibility. Immigrants from Southern Europe, Asia, and Central America were less preferred and given lower occupational and social roles (p.9).

Canada's reputation as a forbearing and sympathetic country is a fabrication. Pierre Berton notes in the preface to Tracey's (1999) book *A Scattering of Seeds: The Creation of Canada*, that it has never been friendly to those strangers who have arrived here from far shores (p.ix). Some of these discreditable actions include, as Elliott and Fleras list in Alladin (1996), are:

public attitudes and political responses to Chinese and East Indian immigrants around the turn of the [twentieth] century, the evacuation and relocation of Japanese Canadians during the Second World War, and the anti-Semitism of the 1920s and 1930s that prevented the entry of Jewish emigrants from Germany. (p. 9)

The 1993 Decima Report, by the Canadian Council of Christians and Jews, found that racism in Canada was increasing (p.10). Twenty-five percent of Canadians believed that there was a "great deal of racism" in Canada, 61 percent said there was "some" racism, 12 percent said there was "not very much" racism, while 3 percent believed that there was "no racism at all" (p.10). The report also found that those most likely to be discriminated against were Canadians of South-Asian/East-Indian descent, Asians and

Jews (p.9). Immigrants of a non-European background are more likely to be victims of racism than immigrants of a European background.

The origin of multicultural education emerged as a curricular and pedagogical movement in the late 1960s and early 1970s. In 1971, Prime Minister Trudeau introduced multiculturalism to Canada as a new federal government policy hoping to promote a national understanding of all racial and ethnic groups. But as issues of race became more pronounced the multicultural policy initiatives proved insufficient to deal with the resulting tensions (Young, 1994). The policy, seemingly ill equipped to deal with race relations and racism, led anti-racist advocates to approach federal and provincial governments to address the issues of racism with more direct initiatives (Young, 1994).

Canadian schools are not innocent of discriminating against race, class and gender. Alladin (1996) asserts that education is a political act and the role of the teacher should be that of an activist for democratic reforms in the school setting (p.16). Teachers should help students to better analyze and struggle against inequalities of power and resources in school and society (McCarthy 1990, p.112). As Connell *et al*, as cited by Alladin (1996), state:

Education has fundamental connections with the idea of human emancipation, though it is constantly in danger of being captured for other interests. In a society disfigured by class exploitation, sexual and racial oppression, and in chronic danger of war and environmental destruction, the only education worth the name is one that forms people capable of taking part in their own liberation. The business of school is not

propaganda. It is equipping people with the knowledge and skills and concepts relevant to remaking a dangerous and disordered world. (p. 16)

In Canada, according to Dei (1996), the motivation for anti-racist education, an action-oriented strategy for institutional, systemic change to address racism and the interlocking systems of social oppression, came from local community political struggles which challenged the Canadian state to live up to the true meanings of democratic citizenship, social justice, equity and fairness (pg. 28). Dei states that there are moral and immoral aspects of education. Anti-racism education does not pretend otherwise. A comparison of multicultural education to anti-racist education will best characterize what exactly anti-racist education entails. Mullard, as cited by Troyna (1987), describes multicultural education as being *microscopic* in that its advocates generally focus narrowly and intently on issues relating to culture (p.311). The components of multicultural education, according to Kehoe and Mansfield (1993), can be summarized in three goals: equivalency in achievement, creating more positive intergroup attitudes, and developing pride in heritage. Advocates of multicultural education are concerned with formulating policies to eliminate ignorance of other cultures, weaken the prejudice and discrimination that results from ignorance, and to develop a greater understanding and acceptance of other minority ethnic and culture groups (Mullard, as cited by Troyna 1987). The change occurs in the school, including such things as the removal of ethnocentric material from curriculum and teaching materials and their replacement by more culturally sensitive and appropriate educational resources (p.311).

Anti-racist education, on the other hand, has been defined as being *periscopeic*; that is, it seeks to make a connection between institutional discriminations and

inequalities of race, class and gender. Anti-racist education, observes Kehoe (1994), “is firmly rooted in the notion of race and racial discrimination as systemic and embedded within the policies and practices of institutional structures” (p. 355). The basis, according to Fleras and Leonard-Elliott (1992), is the idea that unless students become aware and understand the nature and characteristics of these discriminatory barriers, the prevailing distribution of resources and rewards will remain the same both within the school and outside.

The following are ten basic principles of anti-racism education as put forward by Dei (1996) who reminds us that these are in no particular ranking order, nor are they listed in any sort of hierarchy. Dei’s intention for these principles was that additional principles could be added, as there are diverse visions of anti-racism education.

1. The first principle recognizes the social effects of “race”.
2. The second principle teaches that one cannot understand the full social effects of race without a comprehension of the intersections of all forms of social oppression, including how race is mediated with other forms of social difference.
3. The third principle questions White (male) power and privilege and the rationality for dominance in society.
4. The fourth principle, integral to the third, problematizes the marginalization of certain voices in society, and, specifically, the delegitimation of the knowledge and experience of subordinated groups in the education system.

5. The fifth principle is that every form of education must provide for a holistic understanding and appreciation for the human experience, comprising social, cultural, political, ecological and spiritual aspects.
6. The sixth principle focuses on explication of the notion of “identity,” and how identity is linked with/to schooling.
7. The seventh principle acknowledges the pedagogic need to confront the challenge of diversity and difference in Canadian society.
8. The eighth principle acknowledges the traditional role of the education system in producing and reproducing not only racial, but also gender, sexual and class-based inequalities in society.
9. The ninth principle stresses that school problems experienced by the youth cannot be understood in isolation from the material and ideological circumstances in which the students find themselves.
10. The tenth, and final principle questions pathological explanations of the “family” or “home-environment” as a source of the “problems” some youth experience in relation to schooling. (p. 27-35)

For the purpose of this study, the seventh principle is of most concern. In his discussion of the seventh principle Dei (1996) states that inclusive educational practice:

...includes dealing with questions of representation, that is, the active recruitment, retention and promotion of minority staff and teachers. The mere representation of a range of ethnocultural differences among staff and teachers should help students' identification with the school, and also help respond to the question of power-sharing. This is particularly

important since students see teachers as occupying positions of power and influence. An inclusive representation of differences will also engage the rich experiences, perspectives and viewpoints that are brought into the school. (p.34)

If the presence of visible minority teachers in Canadian schools is significant to the welfare of visible minority, and dominant group students, then why not just hire more ethnic or visible minority teachers? The answer is quite simple - there is a lack of ethnic and visible minority teachers. The following section of the literature review summarizes the possible reasons for the lack of ethnic and visible minority teachers.

Reasons for the Lack of Minorities in the Teaching Profession

Tewel and Trubowitz (1987) account for the decline in the number of minority teachers as a part of an overall drop in interest in teaching. Teachers do not enjoy high status and respect in the school or the community. In an American study on the perspectives of teacher candidates on improving teaching as a profession, Su (1997) found that minority students rated “higher salaries for teachers” as a major concern. This perspective parallels other literature on the topic arguing that one of the major reasons for a lack of minority enrolment in teacher education is that other disciplines aggressively recruit minority students, particularly in the hard sciences and math-related disciplines (Tewel and Trubowitz, 1987; Beynon and Toohey, 1998; Dilworth, 1990). Dilworth (1990) states that in relation, law, business, and other disciplines offer more prestige and financial incentives than does education. She adds that of particular appeal to minorities are science, engineering, mathematics, medicine and dentistry.

To some degree the decision not to pursue teaching as a career may be influenced by parents. Beynon and Toohey's (1998) study on the perspectives of Canadian students of Chinese and Punjabi-Sikh ancestry found that parents played two important roles in their children's career choices: one was financial; the other related to the desirability of particular careers (p.451). Beynon and Toohey (1998) found that parents of Chinese descent influenced their sons to pursue professions deemed financially secure and prestigious. Second choices were in the areas of business, computing, and accounting with teaching at the bottom of the list (p.444).

Negative experiences in K-12 and post-secondary education have also taken a toll on the numbers of minority students pursuing teaching. Beynon and Toohey (1998) found in their study that:

Many of the students articulated their perceptions of secondary school incidents of discrimination on the basis of race or ethnic identification. In some cases, students said that they perceived schools to be unwelcoming to "people like them," and that it was because of this they had no wish to work in such places. (p. 455)

Minority students have their share of negative experiences in post-secondary education as well. African Canadians in a Faculty of Education with an access program, indicated that they were conscious that peers and faculty members perceived them as less qualified [due to the fact they had entered the faculty through the access program]. James (1997) states, that "[t]hey subscribed to the thesis of "racialization," that is, that as Black teacher candidates, their identities were socially constructed and their abilities, achievements, possibilities, and actions were perceived to be determined primarily by race" (p.163).

In summary, reasons for the lack of minority teachers in Canadian schools is due to a number of factors including: other careers recruiting more aggressively with financial incentives, parental influences, and negative experiences in elementary, secondary and post-secondary education. The following section of the literature review will examine the benefits minority teachers bring to their classrooms.

Minority Teachers as Role Models

One of the most widely held arguments for recruiting and retaining minority teachers is to act as role models for minority students. Grant and Gillette (1987) argue that among other reasons, the most significant one for minority teachers in schools is their presence as role models. Bandura and Walters (1963) found role models to be vitally important in influencing children's values and norms, and that people reproduce the attitudes, emotional responses, and actions exhibited by real life or symbolized models. Gloria Grant (1978) further discusses the importance of minority teachers acting as role models, not just for minority students, but also for the dominant-group students, stating:

The teacher as role model in a racially and culturally diverse society should serve two important purposes – providing students with real life, everyday persons they can identify with and relate to and providing students with an opportunity to interact with teacher role models from different races and cultures. (p. 444)

Su (1996) also acknowledges the importance of a diverse teaching force that allows all students to see persons of different cultures in leadership positions. Exposure to minorities as professionals may benefit dominant-group students by helping them to modify any stereotypes and negative beliefs they may have about minorities. Aronowitz

and Giroux (1985) indicate the importance minority teachers have in the role of what they term as *transformative intellectual*. According to these authors,

Transformative intellectual is a category which suggests that teachers as intellectuals can emerge from and work with any number of groups, other than and including the working class, that advance emancipatory traditions and cultures within and without alternative public spheres. (p. 36)

Grant and Gillette (1987) further this discussion adding that the need for the teacher as transformative intellectual is to instil within minority students a sense of peoplehood and the importance of power and politics, and economics for securing their share of the American Dream, and a sense of how school curriculum is biased against them. They argue that transformative intellectuals must teach students how to be responsible for their own actions in fighting to take charge of their destiny in life. The minority teacher, they dispute, is needed to embrace an education that is multicultural and social reconstructionist. This approach to schooling prepares students to grow up to reconstruct society so that society better serves the interest of *all* its citizens, especially those of colour, linguistically and culturally diversity, poor, female or handicapped (p. 520).

On the flipside, there are studies showing that simply increasing the number of minority teachers is not enough. Gordon's (1994) participants were quoted as saying the following in a face-to-face , semi-structured interview:

Black teachers are looked upon negatively by Black parents. Black teachers are viewed as not as qualified as White. Blacks have been conditioned to think that Blacks are inferior; White kids won't listen to me because I'm Black. They assume I'm stupid and lack respect. And Black

kids won't listen to me because I'm Black; it has to do with denigration and self-hate. They'll listen to [a] White teacher more because [of their] higher status. Lower-class Black parents trust an older Black teacher more than a younger Black teacher but middle-class parents want a younger teacher. The Black community has lots of types of people. The middle-class is emulating White society, not accepting our own segment of the population. ...Just because you're a minority it doesn't mean that you know how to work with kids. Sometimes it can be worse if you're a minority and a bad teacher. Kids will say, 'I don't want to grow up like her/him.' The difficulty is that there are so few minorities [in teaching].
(p.350)

As Rose, a participant in Bascia's (1996) study put it so concisely, "Just putting a green teacher in a school full of green kids does not make them happy green kids."

Many minority teachers have indicated in various studies that they face barriers unknown to White teachers, and that discrimination has been commonplace in hiring and promotions by school boards. For instance, in Carr and Klassens' (1997) study racial minority interviewees expressed their frustration at what they characterized as the privilege of being White. They found that although accents may be a factor in the promotions of minority teachers, the same was not true with White colleagues sporting Scottish, or Australian accents that were just as thick. Another privilege they found Whites had over them was the fact that often White teachers were rewarded for pursuing antiracist education or equity issues in general, whereas minority teachers pursuing the

same issues were made to feel they were one-dimensional or somehow obsessed with race and racism (p. 77).

The lack of minority teachers in Canadian public schools should come as no surprise having examined the numerous barriers they face, before, during and after the decision to pursue teaching as a career. Faced with this reality, teacher education programs and school boards have attempted to create equity in the classroom. The existing need to prepare a primarily White, female, and middle-class teaching force to work with an increasingly diverse student population has led to various efforts to educate these teachers. As Sleeter (1993) reminds us:

A psychological view of racism assumes that if we can change and develop what is in the heads of [W]hite people, they in turn will create significant changes in institutions. ...Prejudice and misperception can be corrected by providing information. With more information, [W]hite people will abandon racist ideas and behaviours and (presumably) work to eliminate racism. (p.158)

Sleeter (1993) adds that educational approaches to addressing racism usually adopt this theoretical perspective. However, educators who try to teach White people about racism often experience relentless resistance. Sleeter (1993) directs us to a study involving twenty-three preservice students that experienced intensive course work involving both instructions about concepts and issues relating to multicultural education, as well as over one hundred hours of experience with low-income minority children in schools. The researchers, Haberman and Post (1992) observed that students generally used the direct experiences to selectively perceive and reinforce their initial preconceptions. In other

words – teacher education reinforced, rather than reconstructed, how the white students viewed children of colour. “Results of other studies,” states Sleeter (1993), “of preservice and in-service education about multicultural teaching are only slightly encouraging.

While some students find [W]hite students’ attitudes to improve somewhat immediately after receiving instruction, studies do not report lasting changes in [W]hites’ perspectives and /or behaviour patterns...(p.158).

In an attempt to rectify the dilemma of a decreasing minority teaching force, among other things, the Ontario government passed Bill 21 an amendment to the Education Act requiring school boards to develop and implement anti-racism and ethnocultural equity policies. To assist with the development and implementation of said policy, the Ontario Ministry of Education and Training (1993) provided Ontario school boards with the document *Antiracism and Ethnocultural Equity in School Boards: Guidelines for Policy Development and Implementation*. One section of the document entitled *Employment Practices*, deals with creating a work force in a school board that would reflect and be capable of understanding and responding to the experiences of a racially and culturally diverse population (pg.16). The objectives for improving employment practices included: ensuring that vacancies are advertised widely, internally within the organization as well as through outreach to designated groups; ensuring that recruitment, interview, selection, training, and promotion practices and procedures are bias-free; and lastly ensuring that interview teams for board positions reflect the diversity within the community (p. 17).

Ontario's decision to ensure the recruitment of minority teachers through Bill 21 has been the target of criticism. One such critic is Bascia (Thiessen, Bascia and Goodman, 1996) who asserts that,

Such a concept... inflates the primacy of the one teacher – one student relationship: it denies the impact of family, community, and society on student's social, psychological, physical, and intellectual well-being; and it ignores the importance of relationships among students and the many other adults who make a difference in students' school experience.

(pg.171-2)

Bascia (Thiessen, Bascia and Goodman, 1996) warns that if the policy is predicated on a belief that minority teachers will act as a catalyst to change organizational practices by merely changing the mix of sensibilities, experiences, and values within a school staff then it is doomed to fail as leadership models that depend solely on the characteristics of individual teachers without addressing the characteristics of the school organization do (pg. 172).

The experiences of the teachers in Bascia's (Thiessen, Bascia and Goodman, 1996) study suggest that,

In schools where minority teachers have been organizationally segregated and subordinate[d] in status, their leadership would be a daunting proposition. Without accompanying changes in administrative and organizational conditions, it is highly unlikely that minority teachers could influence their colleagues in both practical and normative terms.

Improvements in individual and organizational responses to students

require serious and explicit consideration of the value systems that underlie teaching and administrative practices. Such efforts, in short, must be part of a broader agenda for school change that renegotiates working relationships, that creates opportunities for collegial conversation and sets up expectations that educators will discuss their classroom and school practices. And finally, any calls for improving the lives of minorities, the immigrant teachers remind us, must take into account a realistic and healthy understanding of the limits of schools' capacities to challenge broader social values and practices. (pg. 172)

Summary

There is evidence in the literature that visible minority teachers are necessary in schools, not only for the benefit of visible minority students, but also those of the dominant group. Reasons for the absence of visible minorities in schools are varied, ranging from negative experiences during school careers to the fact that other vocations are more attractive due to the financial rewards they offer. The barriers visible minorities face as teachers indicate the need for the proposed research study. If AEE policies are intended to reverse the current situation in schools the need for full cooperation from the community, students, teachers, principals, administration, and politicians is vital for their success.

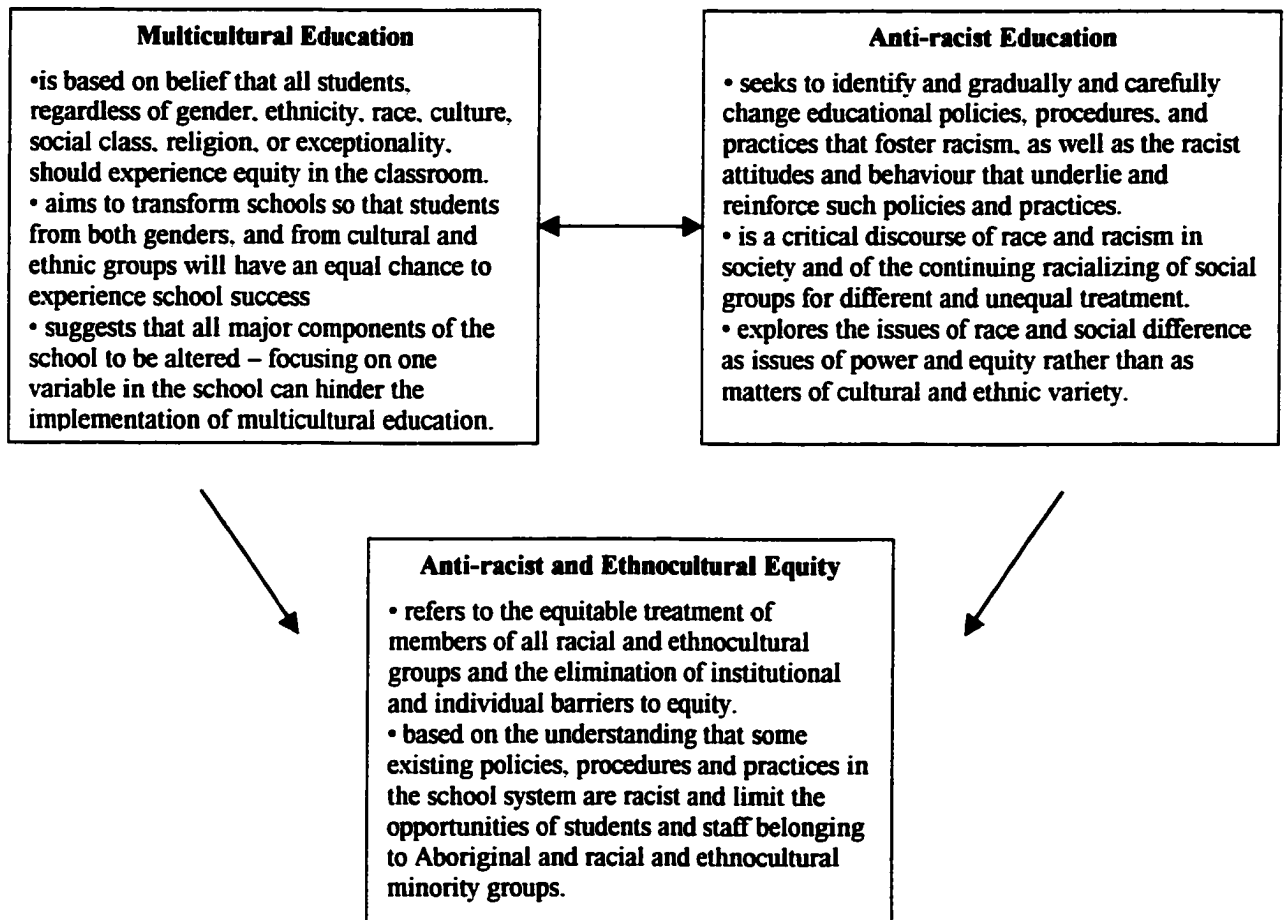
CHAPTER 3:

Methodology

Conceptual Framework

This study is based on the concepts of Multicultural Education, Anti-racist Education and Anti-racist and Ethnocultural Equity. The figure below gives diagrammatic representation of the major concepts underpinning the study. The arrows infer that all three concepts are related and ultimately influence policies designed by school board districts (see Figure 1).

Figure 1: Conceptual Framework



Multicultural education, as defined by Banks and Banks (1997) is an idea stating that all students, regardless of gender, ethnicity, race, culture, social class, religion, or exceptionality, should experience equity in the classroom. As a reform movement Multicultural education's goal lies in the transformation of schools so that students from both genders, and from cultural and ethnic groups will have an equal chance to experience school success. In order for this transformation to occur, maintain Banks and Banks (1997), it is necessary for all major components of the school to be substantially changed – focusing on one variable in the school will not implement multicultural education.

Dei (1996) defines anti-racism education as:

an action-oriented strategy for institutional, systemic change to address racism and the interlocking systems of social oppression. Anti-racism is a critical discourse of race and racism in society and of the continuing racializing of social groups for differential and unequal treatment. Anti-racism explicitly names the issues of race and social difference as issues of power and equity rather than as matters of cultural and ethnic variety. (p. 25)

Simply put, anti-racist education seeks to identify and change educational policies, procedures, and practices that foster racism, as well as the racist attitudes and behaviour that underlie and reinforce such policies and practices. (Ministry of Education and Training, 1993). One such practice, that of the recruitment and retention of visible minority teachers, is at the centre of this study.

Anti-racist and ethnocultural equity refers to “equitable treatment of members of all racial and ethnocultural groups and the elimination of institutional and individual barriers to equity” (Ministry of Education and Training, 1993, p.5). AEE policies are based on the understanding that some existing policies, procedures and practices in the school system are racist and limit the opportunities of students and staff belonging to Aboriginal and racial and ethnocultural minority groups (p. 5).

An understanding of the above three concepts is integral to a study such as this one. On some level it could be argued that Anti-racist and Ethnocultural Equity is a mishmash of both Multicultural and Anti-racist Education, therefore an understanding of all three concepts provide us with a clearer picture of what anti-racist and ethnocultural equity policies entail and where they come from.

Design of the Study

Data for this study were collected through a questionnaire providing background data identifying the development and implementation of AEE policies, and the actual numbers associated with the recruitment and retention of visible minority teachers in Ontario schools.

Validity and Reliability

The questionnaire as a research instrument, as Leedy (1997) indicates, is useful “for observing data beyond the physical reach of the observer” (p.191). The drawback to this is the impersonality associated with questionnaires. Leedy (1997) and Fowler, Jr. (1984) both provide guidelines for designing good questionnaires. Both agree that the most essential thing to creating a good questionnaire is making the language as unmistakably clear as possible. Questionnaires should also fulfill a specific research

objective. For these reasons it is important to test a questionnaire. A carefully constructed questionnaire, tested for expression, objectivity, relevance, suitability to the problem situation, and probability of favourable reception and return is less likely to have an unfavourable return (Leedy, 1997). Therefore, a pilot study of this questionnaire was conducted prior to carrying out the research study.

Data Collection

Sample

The sample in this study was administrators, from school boards, nominated by their school board Director. The Director from each board was asked to nominate ten administrators they felt were integral to or best suited to answer a questionnaire pertaining to the development and implementation of AEE policies in their board and their impact on the recruitment and retention of visible minority teachers. Of the fifteen school boards approached, six agreed to participate. The Directors nominated fifty administrators, twenty-two of which returned completed questionnaires.

The Questionnaire

The questionnaire was designed around four guiding questions:

1. What process did the school boards assume in implementing anti-racist and ethnocultural equity policies?
2. Why did the school boards undertake the development of anti-racist and ethnocultural equity policies?
3. Who was involved in the development of these policies?
4. What impact did the implementation of these policies have on the recruitment and retention of minority teachers?

The question format included multiple choice, and open-ended questions. The questionnaire was designed using clear language to avoid instances of ambiguity in turn creating a more reliable and validating response from the sample. Special care was taken to ensure the suitability of questions in the questionnaire to the research problem.

Participants were informed by letter of the purpose of the research, methods of insuring confidentiality informing them of the mandatory seven year data storage required by the university, discussing any apparent risks/benefits the study may bring about, and discussing the process of dissemination of research results in keeping with ethics procedures.

Data Analysis Strategies

The Questionnaire

The data collected from the questionnaires are presented in the form of descriptive statistics. Special attention was given to the characteristics of respondents to the questionnaire, such as gender, position in board, and racial status. This information is given in the form of a table. The data collected were analysed as individual components, but a composite picture was also provided. The use of software, namely Microsoft Excel 2000, was used to record the data.

CHAPTER 4:

Presentation of the Findings

Introduction

This chapter aims to provide a background for the anti-racist and ethnocultural equity policies in various school board districts as understood by administrators in those school board districts, and to examine the impact these policies have had on the recruitment and retention of visible minority teachers. Tables and graphs are used to show differences and similarities amongst school boards, male and female respondents, positions in the school board district, as well as visible minority and non-visible minority respondents.

Description of the Sample

Six school board districts agreed to participate in the study. This was fewer than anticipated due to the recent amalgamation of school boards in Ontario, so there had been little time for revising or, as one board put it, *harmonizing* school board policies. Since the legislation had been revoked there were also other barriers: a general disinterest in the research initiative, a conflict with other studies undertaken by a school board, a concern that the information required by the research initiative would add to the stress and frustration felt by administrators in the school board, a teacher strike in one school board district.

The section below includes a table giving a brief description of each participating board. A broad geographic location is given (as anonymity was an issue with some boards) as well as the number of administrators that chose to participate from that board (see Table 1). A series of graphs follow providing a detailed description of the six boards

that chose to participate in the research initiative as well as information about the respondents such as gender, cultural background, position in their particular board, as well as the number of years they have worked in that board.

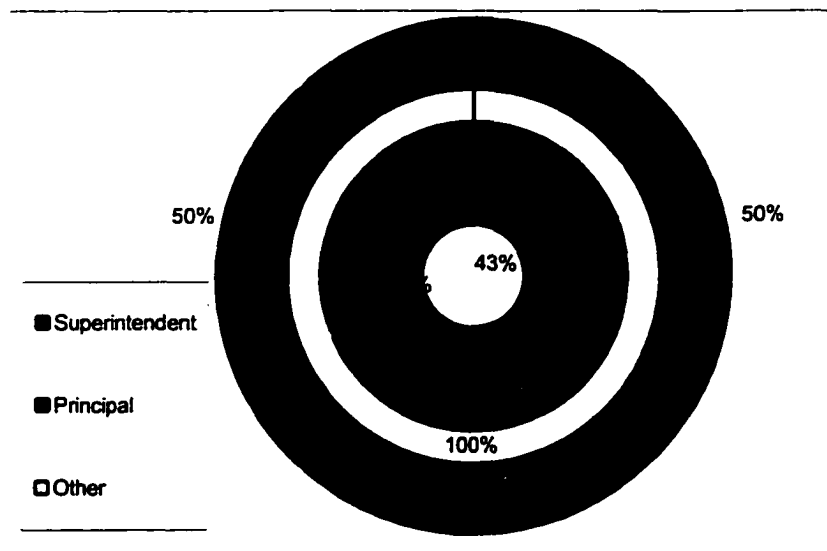
The School Board Districts

Table 1: School Board District Characteristics

Board #	Location	# of Respondents
1	North Eastern Ontario	7
2	North Western Ontario	4
3	Eastern Ontario	3
4	Eastern Ontario	2
5	Northern Ontario	2
6	Central Ontario	4

Figures 2 through 5 give a percentage of the respondents participating from each board. (The innermost ring represents Board #1 whereas the outermost ring represents Board #6).

Figure 2: Respondents by Position in Board



Fifty respondents were nominated by the directors. Of those fifty, twenty-two (44%) returned completed questionnaires. Amongst the twenty-two respondents, five

(23%) were superintendents, fifteen (68%) principals and two (9%) had positions other than superintendents or principals. Those positions included a Curriculum Consultant, and a Curriculum Support Teacher for ESL (English as a Second Language) (see Figure 2).

Six (27%) of the respondents were male, and sixteen (73%) were female (see Figure 3).

Figure 3: Gender Breakdown of Participants

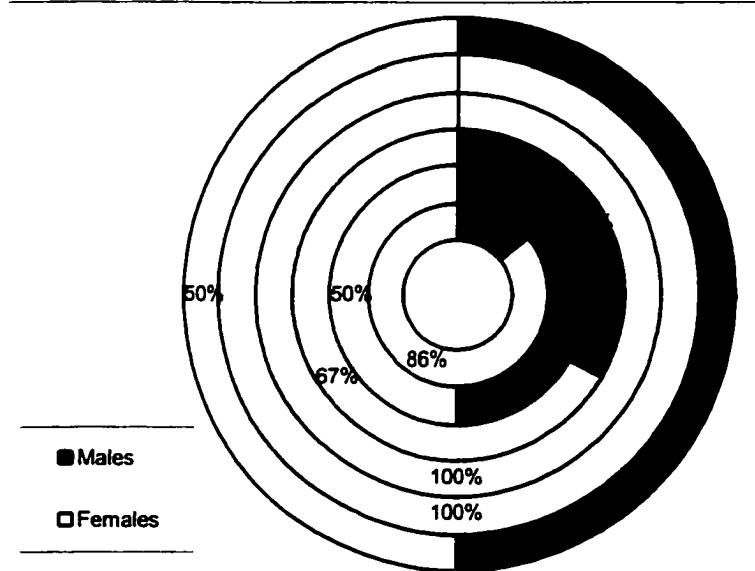
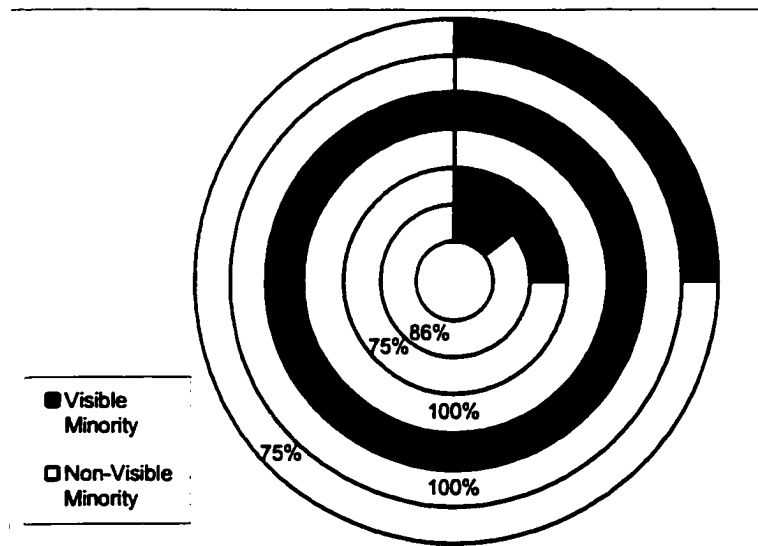


Figure 4: Visible Minority vs Non-Visible Minority

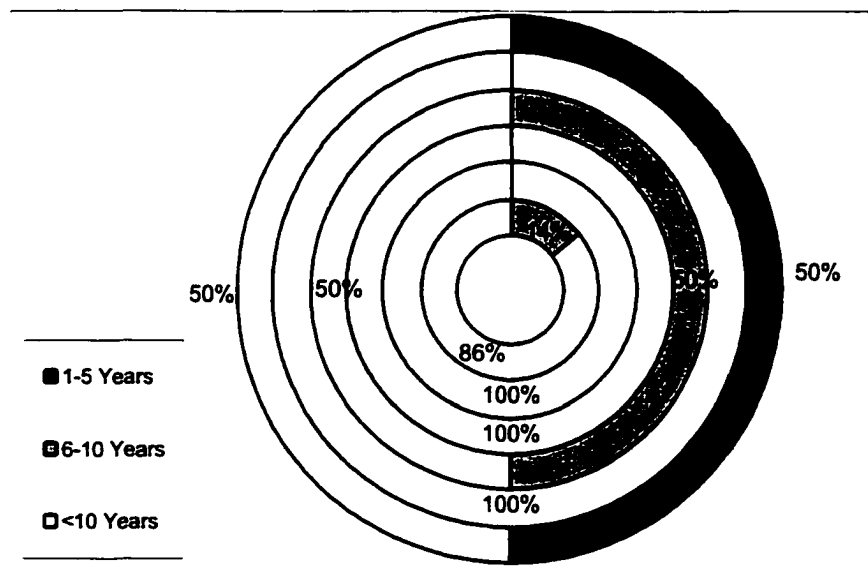


Four (18%) of the participants considered themselves visible minorities, whereas none of the respondents claimed to be of Aboriginal background (see Figure 4).

Description of Male and Female Respondents

All of the male respondents were principals, and have worked for more than ten years in their school board district.

Figure 5: Years Worked in Board



None of the males participating considered themselves visible minorities.

The female participants had a more varied background than did the males. Four (25%) considered themselves visible minorities. Nine (56%) of the female respondents were principals. Five (31%) were superintendents and the remaining two (13%) held a different position in their board. Two (13%) of the female respondents have worked between one and five years for their boards, two (13%) have worked for 6-10 years, and twelve (75%) have worked for more than ten years (see Figure 5).

Description of Visible Minority Respondents

All the participants that considered themselves visible minorities were female. Two (50%) held superintendent positions, one (25%) was a principal, and one (25%) a Curriculum Consultant. One (25%) of the visible minority participants has worked for 1-5 years in her school board, one (25%) has worked for 6-10 years and two (50%) have worked for more than ten years.

School Board District Demographics

The following section presents demographic data for individual school board districts. Respondents were asked to answer four questions:

- 1) Approximately what percentage of the total student population in your Board are considered visible minorities?
- 2) Approximately what percentage of the total student population in your Board are considered Aboriginal peoples?
- 3) Approximately what percentage of the full-time teaching staff in your Board are considered visible minorities?
- 4) Approximately what percentage of the full-time teaching staff in your Board are considered Aboriginal peoples?

The results of these questions are presented in such a manner that each school district may be compared to one another (see Tables 2 through 7).

Table 2: Board #1

Respondent	% Visible Minority Students	% Aboriginal Students	% Visible Minority Teachers	% Aboriginal Teachers
1	5%	15%	1%	1%
2	.5%	10%	.5%	.5%
3	Not Answered	Not Answered	Not Answered	Not Answered
4	10%	8%	2%	2%
5	>1%	6%	>1%	.1%
6	Not Answered	Not Answered	Not Answered	Not Answered
7	>5%	20-30%	1%	1%

Table 3: Board #2

Respondent	% Visible Minority Students	% Aboriginal Students	% Visible Minority Teachers	% Aboriginal Teachers
1	2%	15%	1%	Not Answered
2*	30%	30%	0%	0%
3	Not Answered	25%	>1%	Not Answered
4	Not Answered	Not Answered	Not Answered	Not Answered

* Respondent #2 from this school board district answered according to their school population.

Table 4: Board #3

Respondent	% Visible Minority Students	% Aboriginal Students	% Visible Minority Teachers	% Aboriginal Teachers
1	Not Answered	Not Answered	Not Answered	Not Answered
2	10%	2%	Not Answered	Not Answered
3	Not Answered	Not Answered	Not Answered	Not Answered

Table 5: Board #4

Respondent	% Visible Minority Students	% Aboriginal Students	% Visible Minority Teachers	% Aboriginal Teachers
1	>10%	Very small	Not Answered	0%
2	Not Answered	Not Answered	Not Answered	Not Answered

Table 6: Board #5

Respondent	% Visible Minority Students	% Aboriginal Students	% Visible Minority Teachers	% Aboriginal Teachers
1	Not Answered	10%	>1%	>1%
2	Not Answered	Not Answered	Not Answered	Not Answered

Table 7: Board #6

Respondent	% Visible Minority Students	% Aboriginal Students	% Visible Minority Teachers	% Aboriginal Teachers
1	20%	5%	Not Answered	Not Answered
2	Not Answered	Not Answered	Not Answered	Not Answered
3	35%	2%	4%	>1%
4	30%	>5%	>5%	>1%

These questions were not popular amongst the respondents. The fact that very little is known about the demographics of school board districts raises many questions about the effectiveness of AEE policies; something that will be discussed in the final chapter.

Reasons for School Boards Undertaking the Development of AEE Policies

Respondents had a choice of five possible answers for this question. They were asked to check all that applied to their school board district. Possible answers included:

- 1) *Changing demographics and needs of students, community and staff*
- 2) *Community pressure*
- 3) *Required by law*
- 4) *Racial tensions amongst students and/or amongst staff*
- 5) *Other* [respondents were asked to specify in the space provided]

This section first displays answers given by individual school boards, then compares answers given by male and female respondents, and finally provides a comparison of visible minority respondents. All comparisons are displayed in a table. Table 8 gives the responses by individual board, Table 9 gives the responses by gender, and Table 10 gives the responses by racial status.

Table 8: Responses by Individual Boards

Board #	Changing Demographics	Community Pressure	Required By Law	Racial Tensions	Other	Not Answered
1	2	1	6	0	1	0
2	3	1	0	0	1	1
3	2	0	1	1	0	1
4	2	1	1	0	0	0
5	1	0	1	0	1	0
6	4	1	3	1	1	0
Overall	14	4	12	2	4	2
Percentage	64%	18%	55%	9%	18%	9%

The data displayed in Table 8 show that fourteen (64%) respondents indicated the influence *changing demographics* had on the Boards' decision to develop these policies. *Requirement by law* was indicated by twelve (55%), *community pressure* and *other* were chosen by four (18%) each, and *racial tensions* was chosen by two (9%) of the respondents. Two (9%) of the respondents chose not to answer the question.

Table 9: Responses by Gender

Gender (#)	Changing Demographics	Community Pressure	Required By Law	Racial Tensions	Other	Not Answered
Male (6)	3 (50%)	2 (33%)	3 (50%)	1 (17%)	0	2 (33%)
Female (16)	11 (69%)	2 (13%)	9 (56%)	1 (6%)	4 (25%)	0

Table 9 shows that the majority of male respondents, three (50%) answered this question choosing *changing demographics* and *required by law*. Two (33%) chose *community pressure*, and one (17%) chose *racial tension*. None of the males chose an answer other than those listed. Two (33%) decided not to answer the question.

Of the sixteen female respondents, eleven (69%) indicated that *changing demographics* had influenced the Boards' decision to develop these policies. Nine (56%) believed that the *requirement by law* was the basis on which the decision was made. Four (25%) indicated their own interpretation of what influenced their Boards' to develop the policies. One of the answers referred to *program memorandum 19*, others referred to making schools safer and students more understanding, as well as promoting positive self-image. Two (13%) believed *community pressure* was an incentive. All female respondents answered this question.

Table 10: Responses by Racial Status

Racial Status (#)	Changing Demographics	Community Pressure	Required By Law	Racial Tensions	Other	Not Answered
Visible Minority (4)	3 (75%)	2 (50%)	3 (75%)	0 (0%)	1 (25%)	0
Non Visible Minority (18)	12 (67%)	2 (11%)	9 (50%)	2 (11%)	3 (17%)	2 (11%)

Of the four visible minority respondents three (75%) indicated the influence of *changing demographics* and the *requirement by law* for the development of these policies. Two (50%) believed *community pressure* was an incentive and one (25%) had their own opinion on reasons for the development of the policy. All visible minority respondents answered the question (see Table 10).

Process Used in the Implementation of AEE Policies

The following section reveals the data gathered from the question: *What process did the respondent's school board district use in the implementation of AEE policies?*

The data in this section are divided into six sub-sections, each displaying the data gathered from each of the school board districts participating in the survey. The data gathered from this open-type question are in statement form, therefore discussion will be provided in a narrative form, rather than in table form.

Process Used by Board #1

The majority of answers from respondents of Board #1 confirmed the formation of a committee comprised of principals, members of various organizations, administration, clergy, and other members of the community. Policies being sent to schools, and mention of the recent policy in this school board district being formulated by principals were also discussed. One of the respondents (#6) stated that currently the school board district has not revised the policy since 1995 (before the recent amalgamation of school boards in Ontario). There seems to be little agreement amongst the respondents as to whether a policy exists for the current amalgamated board.

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Process Used by Board #2

Half of the respondents from Board #2 did not answer the question, but the other half made mention of the purchase of resources, workshops, representation from staff and administration, as well as working with agencies to assist in the implementation of AEE policies in that board.

Process Used by Board #3

Only one of the respondents from Board #3 answered the question. She indicates the formation of a committee, presentations and that the federation models were used extensively.

Process Used by Board #4

Both respondents from Board #4 answered this question (see Table 13). Both respondents made mention of training for both administration and teachers. Mention of a person being in charge at the program level and the training of non-teaching staff was also made.

Process Used by Board #5

Both respondents from Board #5 answered this question. One made mention of the policies being distributed to the schools and the other revealed that there was a presentation made to the director and it was accepted.

Process Used by Board #6

All respondents from Board #6 answered this question. A superintendent from this school board district indicated that presently this school board was undergoing “an intensive and focussed review process using an outside assessor” in terms of the policy in question. The implementation of AEE policies in this board, according to the same

superintendent, involved workshops with administrators, teachers, school councils and student groups. Another superintendent and a principal from Board #6 made mention of consultations with students, staff, and the community. One principal from the school board district pointed out that although they were not directly involved in the process, they did participate in a workshop, and shared the information with their staff, as well as informing parents in a newsletter about the policy.

Groups Involved in the Development of AEE Policies

The development of AEE Policies requires the involvement of numerous groups of people; teachers, school board administration, the community, students, etc., to name a few. The following statistics reveal answers given by respondents when asked what groups were involved in the development of AEE policies in their school board district.

Eighteen (82%) of all respondents indicated that *community* was amongst the groups involved in the development of AEE policies in their school board districts. Seventeen (77%) indicated that *teachers* and *school board administration* played a role. Thirteen (59%) showed that *students* were involved, and three (14%) named other groups, such as parents, school councils, federation and union representatives, and a web-site consultation. Four (18%) of the respondents chose not to answer the question (see Table 11).

Table 11: Responses by Board

Board # (# of respondents)	Teachers	Board Admin.	Community	Students	Other	Not Answered
1 (7)	7	7	7	5	2	0
2 (4)	2	1	2	0	0	2
3 (3)	2	2	2	2	1	1
4 (2)	2	2	2	2	0	0
5 (2)	1	2	2	1	0	0
6 (4)	3	3	3	3	0	1
Overall	17	17	18	13	3	4
Percentage	77	77	82	59	14	18

Responses from superintendents on groups involved in the development of AEE policies in their school board districts seemed to be comprised evenly of *teachers, board administration, and community*.

Table 12: Responses by Position in Board

Position in Board	Teachers	Board Admin.	Community	Students	Other	Not Answered
Superintendent (5)	5 (100%)	5 (100%)	5 (100%)	4 (80%)	2 (40%)	0
Principals (15)	10 (67%)	10 (67%)	11 (73%)	7 (47%)	1 (7%)	4 (27%)
Other (2)	2 (100%)	2 (100%)	2 (100%)	2 (100%)	0	0

Each of these answers was chosen by all five (100%) of the superintendents. *Students*, was chosen by four (80%) of the superintendents, and two (40%) selected a group other than those listed.

Amongst the respondents having the position of principal in their school board districts, eleven (73%) indicated that the *community* had a role in the development of the policies. Ten (67%) of the principals chose *teachers* and *board administration*, seven (47%), one (7%) chose a group other than those listed, and four (27%) opted not to answer the question.

Respondents with a position in the board, other than superintendent or principal, had identical answers to the question. Both respondents stated that *teachers, board administration, the community* and *students* had a role in developing AEE policies in their boards. Both respondents answered, and did not provide an answer different to those listed (See Table 12).

Table 13: Responses by Racial Status

Racial Status (#)	Teachers	Board Admin.	Community	Students	Other	Not Answered
Visible Minority (4)	3 (75%)	3 (75%)	3 (75%)	2 (50%)	1 (25%)	1 (25%)
Non Visible Minority (18)	14 (78%)	14 (78%)	15 (83%)	11 (61%)	2 (11%)	4 (22%)

Answers from visible minority respondents were comprised evenly of *teachers*, *board administration* and *community*, selected by three (75%) of the respondents. *Students*, was selected by two (50%), whereas a single (25%) visible minority respondent indicated the inclusion of a group different than those listed in the development of the policies. One (25%) visible minority respondent chose not to answer the question.

Non visible minority respondents had answers quite similar to those of the visible minority respondents with fifteen (83%) choosing the *community*, and fourteen (78%) selecting *teachers*, and *board administration*. Eleven (61%) indicated the role *students* played in the development of the policies, whereas two (11%) gave answers different than those listed (e.g. web-site consultation, and federation and union representatives). Four of the non visible minority respondents chose not to answer the question (See Table 13).

Methods to Increase the Recruitment & Retention of Visible Minority Teachers

Respondents were asked to check off, or list the methods their boards used to increase the recruitment and retention of visible minority teachers. The selection included:

- *ensuring that vacancies were advertised widely, internally within the board as through outreach to designated groups*
- *ensuring that recruitment, interview, selection, training and promotion practices and procedures were bias-free*
- *ensuring that interview teams for board positions reflected the diversity with the community*
- *other [respondents were asked to specify in the space provided]*

Respondents were asked to check all answers that applied, thus a single respondent could choose more than one answer.

The data for this question are presented in the form of tables (see Tables 14-16). The first table reveals the overall responses given to the questions, the second displays the responses given by position in board, and the third reveals the responses given by visible minorities.

Table 14: Responses by Board

Board # (# of respondents)	Vacancies Advertised Widely	Bias-free Practices and Procedures	Interview Teams Reflect Diversity	Other	Not Answered
1 (7)	7	7	5	0	0
2 (4)	2	3	0	0	1
3 (3)	2	2	2	0	1
4 (2)	1	1	0	0	0
5 (2)	1	1	0	0	0
6 (4)	4	3	3	1	0
Overall	17	17	10	1	2
Percentage	77%	77%	45%	5%	9%

Table 14 shows that *ensuring vacancies were advertised widely*, and *ensuring that practices and procedures were bias-free* were selected by seventeen (77%) of the respondents as methods their board undertook to increase the recruitment and retention of visible minority teachers in their school board district. Ten (45%) of the respondents indicated that *ensuring that interview teams for board positions reflected the diversity within the community* was on their boards agenda to increase recruitment and retention. One respondent (5%) provided an answer different than those listed, stating that *applicants to their school board district could choose to self identify themselves as a visible minority*. Two (9%) of the respondents chose not to answer the question.

Table 15: Responses by Position in Board

Position in Board	Vacancies Advertised Widely	Bias-free Practices and Procedures	Interview Teams Reflect Diversity	Other	Not Answered
Superintendent (5)	5 (100%)	5 (100%)	5 (100%)	0	0
Principals (15)	10 (67%)	11 (73%)	5 (33%)	1 (7%)	2 (13%)
Other (2)	1 (50%)	1 (50%)	0	0	0

The data from Table 15 reveal that all five superintendents taking part in the study answered this question similarly. Each of these five respondents indicated that methods their boards used to increase recruitment and retention of visible minority teachers included, *ensuring that vacancies were advertised widely, ensuring that practices and procedures were bias-free and ensuring that interview teams reflected the diversity of the community*. None of the superintendent provided methods other than those listed.

Answers from respondents that had the position of principal in their board were more varied than those of the superintendents. Ten principals (67%) chose *ensuring vacancies were advertised widely*, eleven (73%) chose *ensuring that practices and procedures were bias-free*, and five (33%) chose *ensuring that interview teams reflected the diversity of the community*. A single (7%) principal provided an answer that was different than those listed, whereas two (13%) chose not to answer the question.

Table 16: Responses by Racial Status

Racial Status (#)	Vacancies Advertised Widely	Bias-free Practices and Procedures	Interview Teams Reflect Diversity	Other	Not Answered
Visible Minority (4)	4 (100%)	3 (75%)	2 (50%)	0	0
Non Visible Minority (18)	12 (67%)	14 (78%)	8 (44%)	1 (6%)	2 (11%)

All four of the visible minority respondents indicated *ensuring that vacancies are advertised widely* as a method their board used to increase recruitment and retention of visible minority teachers. Three (75%) chose *ensuring that board teams practices and*

procedures were bias-free, and two (50%) chose *ensuring that interview teams reflected the diversity of the community*. None of the visible minority respondents chose an answer different than the choices given.

Ensuring that practices and procedures are bias-free was selected by fourteen (78%) of the non visible minority respondents as a method used by their board. Twelve (67%) chose *ensuring vacancies are advertised widely*, and eight (44%) chose *ensuring that interview teams reflected the diversity of the community*. A single non visible minority respondent provided an answer different than those listed whereas two (11%) chose not to answer the question (see Table 16).

The Impact on the Recruitment of Visible Minority Teachers

Respondents were asked the following question, *since the development and implementation of AEE policies in your board, what has been the impact on the recruitment of visible minority teachers?* Responses provided included:

- *there has been a significant increase in the recruitment of visible minority teachers*
- *there has been a significant decrease in the recruitment of visible minority teachers*
- *there has been no significant increase or decrease in the recruitment of visible minority teachers*
- *other [to be specified by respondent in the space provided]*

Respondents were asked to check the answer that best applied to their board. The data gathered from this question are presented in tables (Tables 17 through 20) comparing

responses overall, amongst male and female respondents, as well as amongst visible minority respondents.

Table 17 reveals that, overall, most respondents (14 or 64%) reported that there was no significant increase or decrease in the recruitment of teachers, whereas three

Table 17: Responses by Board

Board # (# of respondents)	Significant Increase	Significant Decrease	No Significant Increase or Decrease	Other	Not Answered
1 (7)	0	0	7	0	0
2 (4)	0	0	2	0	2
3 (3)	1	0	0	0	2
4 (2)	0	0	2	0	0
5 (2)	0	0	1	0	1
6 (4)	2	0	2	0	0
Overall (22)	3	0	14	0	5
Percentage	14%	0%	64%	0%	23%

(13%) respondents answered the question stating that there *was* a significant increase in the recruitment of visible minority teachers. None of the respondents, however, indicated a significant decrease since the development and implementation of AEE policies in their school board districts. Of the twenty-two respondents, five (23%) chose not to answer the question.

Table 18: Responses by Position in Board

Position in Board	Significant Increase	Significant Decrease	No Significant Increase or Decrease	Other	Not Answered
Superintendent (5)	1 (20%)	0	4 (80%)	0	0
Principal (15)	2 (13%)	0	8 (53%)	0	5 (33%)
Other (2)	0	0	2 (100%)	0	0

The majority (4 or 80%) of superintendents participating in the study revealed that there was no significant increase or decrease in the recruitment of visible minority teachers in their school board district. A single (20%) superintendent did, however,

indicated that their school board district had a significant increase since the development and implementation of AEE policies in their school board district.

Principals answered quite differently than superintendents with eight (53%) reporting no significant increase or decrease, and two (13%) reporting a significant increase. Five (33%) of the principals chose not to answer this question.

Both respondents with positions other than superintendent or principal reported no significant increase or decrease in the recruitment of visible minority teachers in their school board district since the development and implementation of AEE policies (see Table 18)

Table 19 reveals that two (33%) of the male respondents indicated that there was

Table 19: Responses by Gender

Gender (#)	Significant Increase	Significant Decrease	No Significant Increase or Decrease	Other	Not Answered
Male (6)	1 (17%)	0	2 (33%)	0 (0%)	3 (50%)
Female (16)	2 (13%)	0	12 (75%)	0 (0%)	2 (13%)

no significant increase or decrease in the recruitment of visible minority teachers in their school board district. A single (17%) male respondent revealed that there was a significant increase in their school board district, whereas none of the males revealed a significant decrease. Three (50%) males chose not to answer this question.

Twelve (75%) of the female respondents revealed that there was no significant increase or decrease, two (13%) revealed that there was a significant increase, and two (13%) chose not to answer the question. None of the female respondents indicated that there was a significant decrease in the recruitment of visible minority teachers in their board (see Table 19).

Table 20 reveals that three (75%) of the visible minority respondents indicated that there was no significant increase or decrease in the recruitment of visible minority teachers in their school board district. Only a single (25%) visible minority respondent indicated that there was a significant increase. None of the visible minority respondents reported a significant decrease since the development and implementation of AEE policies in their school board districts.

Table 20: Responses by Racial Status

Racial Status (#)	Significant Increase	Significant Decrease	No Significant Increase or Decrease	Other	Not Answered
Visible Minority (4)	1 (25%)	0	3 (75%)	0	0
Non Visible Minority (18)	2 (11%)	0	11 (61%)	0	5 (28%)

The Impact on the Retention of Visible Minority Teachers

Respondents were asked the following, *since the development and implementation of AEE policies in your board, what has been the impact on the retention of visible minority teachers?* Responses provided included:

- *there has been a significant increase in the retention of visible minority teachers*
- *there has been a significant decrease in the retention of visible minority teachers*
- *there has been no significant increase or decrease in the retention of visible minority teachers*
- *other [respondents were asked to specify in the space provided]*

Respondents were asked to check the answer that best applied to their board. The data gathered from this question are presented in tables (Tables 21-24) comparing responses overall, amongst male and female respondents, as well as amongst visible minority respondents.

Like the previous question, the answer given by most respondents was that there was no significant increase or decrease in the retention of visible minority teachers since the development and implementation of AEE policies in Ontario school board districts.

Table 21: Responses by Board

Board # (# of respondents)	Significant Increase	Significant Decrease	No Significant Increase or Decrease	Other	Not Answered
1 (7)	0	0	7	0	0
2 (4)	0	0	2	0	2
3 (3)	2	0	0	0	1
4 (2)	0	0	1	0	1
5 (2)	0	0	1	0	1
6 (4)	2	0	2	0	0
Overall	4	0	13	0	5
Percentage	18%	0%	59%	0%	23%

Thirteen (59%) of the respondents chose this answer, whereas four (18%) revealed a significant increase in the retention of visible minority teachers. None of the respondents indicated a significant decrease in the retention of visible minority teachers. Five (23%) of the respondents chose not to answer the question (see Table 21).

The majority (4 or 80%) of superintendents participating in the study revealed that there was no significant increase or decrease in the retention of visible minority teachers in their school board district. A single (20%) superintendent did, however, indicate that their school board district had experienced a significant increase since the development and implementation of AEE policies in their school board district.

Table 22: Responses by Position in Board

Position in Board	Significant Increase	Significant Decrease	No Significant Increase or Decrease	Other	Not Answered
Superintendent (5)	1 (20%)	0	4 (80%)	0	0
Principals	3 (20%)	0	8 (53%)	0	4 (27%)
Other (2)	0	0	1 (50%)	0	1 (50%)

Principals answered quite differently than superintendents with eight (53%) reporting no significant increase or decrease, and three (20%) reporting a significant increase. Four (27%) of the principals chose not to answer this question.

Only a single respondent not having the position of superintendent or principal answered this question, reporting no significant increase or decrease in the retention of visible minority teachers in their school board district since the development and implementation of AEE policies (See Table 22).

Amongst male respondents the number of respondents choosing not to answer the question was quite high (3 or 50%). Of the 50% of male respondents that did choose to answer, two (33%) reported no significant increase or decrease in the retention of visible

Table 23: Responses by Gender

Gender (#)	Significant Increase	Significant Decrease	No Significant Increase or Decrease	Other	Not Answered
Male (6)	1 (17%)	0 (0%)	2 (33%)	0 (0%)	3 (50%)
Female (16)	3 (19%)	0 (0%)	11 (69%)	0 (0%)	2 (13%)

minority teachers, and one (17%) reported a significant increase since the development and implementation of AEE policies in their school board district.

The data gathered from female respondents were similar to the data collected from male respondents. Eleven (69%) of the female respondents reveal that their school board districts had no significant increase or decrease in the retention of visible minority teachers. A significant increase was reported by three (19%) of the female respondents, whereas none reported a significant decrease. Two (13%) female respondents chose not to answer this question (see Table 23).

Table 24: Responses by Racial Status

Racial Status (#)	Significant Increase	Significant Decrease	No Significant Increase or Decrease	Other	Not Answered
Visible Minority (4)	1 (25%)	0 (0%)	3 (75%)	0 (0%)	0 (0%)
Non Visible Minority (18)	3 (17%)	0 (0%)	10 (56%)	0 (0%)	5 (28%)

Table 24 reveals that the majority of visible minority respondents (3 or 75%) reported no significant increase or decrease in the retention of visible minority teachers. A single respondent did, however, indicate a significant increase in their school board district. None of the visible minority respondents reported a significant decrease since the development and implementation of AEE policies in their school board district.

The majority (10 or 56%) of non visible minority respondents also indicated no significant increase or decrease in the retention of visible minority teachers, three (17%) however did report a significant increase. Five of the non visible minority respondents chose not to answer the question (see Table 24).

Comments Added by Respondents

Upon completion of the questionnaire, respondents were asked to add any additional comments they wished to express. The following section gives the comments expressed by the respondents. The section will be divided into six sub-sections, each sub-section revealing the comments given by respondents from that school board district. Comments will be presented in a narrative form, rather than in a table.

Comments from Board #1

The majority of comments from respondents employed in *Board #1* concentrated on the fact that Northern Ontario does not have the cultural diversity, as does Southern

Ontario. Another issue discussed in *Board #1* comments was the fact that it is hard to recruit any teachers to teach in Northern Ontario.

One respondent from Board #1 commented on a significant outcome resulting from the implementation of AEE policies in Ontario school boards, stating that there is increased awareness and sensitivity to needs and issues.

Comments from Board #2

Only a single respondent decided to comment from *Board #2* stating that while the aboriginal population was indeed growing, few apply for teaching positions. Just as respondents had indicated in *Board #1*, the single respondent from *Board #2* stated that Northern Ontario does not have the cultural diversity as does Southern Ontario.

Comments from Board #3

None of the respondents from *Board #3* had additional comments, except for one who stated that the questions asked in the questionnaire could not be answered by a principal as that information was not available to them.

Comments from Board# 4

A single respondent from Board #4 provided additional comments in their questionnaire, stating that visible minority applicants to their school board have received coaching and tips on how to get a foothold into the schools.

Comments from Board #5

One respondent from Board #5 commented on the fact that when the Federal government gave money to their school board for Native as a Second Language programs, aboriginal teachers were hired. When these teachers chose to leave the program and work in a regular classroom some teachers were resentful that “their” jobs

were being taken by people hired to do something else. The respondent adds that it didn't seem to matter that these Aboriginal teachers were fully qualified to teach any class to these resentful teachers.

Comments from Board #6

Only a single respondent from Board #6 provided additional comments to their questionnaire. He indicated that this issue is currently a topic of discussion among several committees at a board-wide level and is being addressed by the Employee Services Department.

Summary

The reluctance of participants to answer many of the questions in the questionnaire brings rise to the sensitive nature of the topic. In particular, the group of questions concerning the demographics of school board districts in Ontario were answered by a small fraction of the respondents leaving no workable data. Other questions, however, fared better than that first group.

Although there is little known about the demographic nature of Ontario school board districts, the mandatory development and implementation of AEE policies has neither significantly increased nor decreased the recruitment and retention of visible minority teachers. Among school board districts examined in this study, the majority revealed that changing demographics, and the requirement by law were driving factors in developing AEE policies. Processes used by school board districts to develop AEE policies varied from place to place. Those involved in the development of the policies were mainly members of the community, teachers and school board administration.

CHAPTER 5:

Discussion and Recommendations

Introduction

Chapter 5 is divided into three sections. The first section presents a discussion of the major research questions. The second section provides recommendations with regards to Ontario's Antiracist and Ethnocultural Equity Policy and its impact on the recruitment and retention of visible minority teachers. Suggestions for further research are made in the final section.

The Major Research Questions

Number of Visible Minority and Aboriginal Teachers and Students

The first four questions were designed to gather information about what percentage of full-time teaching staff and student population, in the respondents' school board districts, were considered visible minorities, and what percentage were considered Aboriginal peoples. Very little information could be gathered from the data for a number of reasons. First, and foremost, 32% of the respondents chose not to answer the questions. Secondly, the respondents who did answer were not consistent with others in their board, and lastly, some answers did not provide a specific percentage, (e.g. very small, less than 1%, and one respondent provided statistics for their school, not for the school board district).

Information concerning the number of visible minority teachers in Ontario seems to be non-existent. A phone call to the Ontario Ministry of Education and Training confirmed that data on the number of visible minority teachers in Ontario are not collected. A brief statement in Carr's (1995) article, *Employment Equity for Racial*

Minorities in the Teaching Profession, states that while the proportion of minority teachers in the Toronto Board of Education's secondary school hovers at around 10%, nearly 50% of the student population are racial minorities.

The lack of information on the numbers of visible minority teachers and students in Ontario contradicts one of the objectives of the AEE policy; that the work force in a school board should reflect and be capable of understanding and responding to the experiences of a racially and culturally diverse population (Ministry of Education and Training, 1993). The Education Commission of the United States of America (1990) has argued that information about all factors, from demographic trends to student performance and participation to career preferences, affecting the minority teacher shortage should be collected. This information, according to the Commission, should be shared with and used by all levels of the education system to promote statewide understanding of the problem (pg. 17). Information about the actual number of visible minority teachers in Ontario schools is vital for the success of the antiracist and ethnocultural equity policy, and the impact it has on increasing the recruitment and retention of visible minority teachers.

Reasons for Undertaking the Development of AEE Policies

Overall, the majority (64%) of respondents indicated that changing demographics was a major factor in the decision to develop AEE policies. Of that number, 57% were from Southern Ontario school board districts. The majority (54%) of respondents working in Northern Ontario school board districts, however, stated that the requirement by law was the factor that prompted the decision to develop these policies. None of the Northern respondents indicated that racial tensions amongst students and/or staff were a

factor in the development of AEE policies in their boards either. The difference in answers between Southern and Northern respondents comes as no surprise, as many respondents from the Northern school board districts commented on the lack of diversity in Northern Ontario. The following are examples:

The visible minorities are not prevalent in our communities in Northern Ontario, and thus we do not have the issues faced in the south. We find that our communities are to the most part, accepting of anyone and everyone.

(Superintendent, Board #1)

The lack of visible minorities is NO reflection of any bias of this board. Northern Ontario does not have the diversity as Southern Ontario. (Principal, Board #2)

Young (1994) points out in her historical examination of AEE policies in Ontario school boards that it took a race related riot in Metropolitan Toronto to prod the Ministry of Education to act upon recommendations on implementing an antiracist policy in school boards made during the previous twenty years. *Bill 21*, an amendment to the *Education Act* to give the Minister of Education the authority to require school boards to implement an ethnocultural equity and anti-racism policy, came about as a result of the race related riot in Metropolitan Toronto. It comes as no surprise that respondents from Northern Ontario school board districts would indicate that the requirement by law was a major factor in their school board districts' decision to develop AEE policies, as diversity is not as big an issue there as it is in Southern Ontario. As the saying goes, "the squeaky wheel gets the oil". The push for action came from Southern Ontario, but since school boards fall under provincial jurisdiction it was necessary for the Provincial government through the Ministry of Education to require all school boards to implement AEE policies. Mock

and Masemann's (1990) report, *Implementing Race and Ethnocultural Equity Policy in Ontario School Boards*, made clear that voluntary antiracism and ethnocultural equity development and implementation by Ontario school boards did not work, thus making it mandatory for all school boards to develop and implement AEE policies was necessary if the race relation problems in Ontario schools were to be addressed.

Process Used to Implement AEE Policies

The processes school board districts used to implement AEE policies, according to the respondents, included: the formation of committees, the use of federation models, inservice training for staff and administration, workshops for staff, students and administration, consultations with stakeholders, copies of the policies sent to schools, the purchase of resources, and working with outside agencies. Little, if anything, was mentioned about the role the Ministry of Education and Training played in the process of implementing the policies aside from the use of the guidelines provided, nor was there mention of any assessment of the school board districts' policies by the Ministry.

Mock and Masemann's (1989) report to the Ministry of Education showed that "[b]oards are looking to the Ministry of Education to provide leadership and modeling for policy development and implementation by mandating policy and by providing both financial and human resources and guidelines for boards in keeping with their needs and situations." (pg. vii) They had also suggested the Ministry provide clear guidelines, information, resource centres, networks, policy manuals, funds, and research in order to facilitate the development and implementation of policies (Young, pg. 52). The lack of leadership and monitoring on the part of the Ministry of Education is evident in the data gathered by the researcher. Answers to this question were not consistent within and

amongst the school board districts. With eighty-two percent of all respondents answering this question, the data point out the casual process used to implement AEE policies in some school boards. The data revealed that some boards had not adopted an updated policy since amalgamating with other boards, others simply had copies of the policy sent to their schools, some only had training for staff and administration. This half-hearted approach to implementation suggests that AEE policies, for the time being, have been put on the backburner. Without leadership and monitoring from the Ministry, and total commitment from the school board districts, AEE policies may remain on the backburner negatively impacting all those affected by such policies, namely students, teachers, school staff, and administration.

Groups Involved in the Development of AEE Policies

Eighty-five % of the respondents from Northern Ontario indicated that the community was involved in the development of AEE policies in their school board districts; 77% indicated teachers and school board administration while 46% indicated the involvement of students. Other answers, given by 15% of the Northern Ontario respondents, included a web-site consultation, parents and school councils.

Southern Ontario respondent answers varied slightly from their Northern counterparts. Teachers, school board administration, community and students were indicated by 78% of the Southern Ontario respondents. There was only one respondent (11%) that offered a different answer, indicating the involvement of federation and union representatives.

Fewer students were involved in the development of AEE policies in the North than in the South. The diversity of the student population in Southern Ontario is greater

than that of Northern Ontario, although there are no numbers to support this view, it is safe to assume that this statement is true when one takes into account the demographics of the region. Thus the difference between the involvements of students in these two regions is easily understood. The demands of Toronto students were heard in Stephen Lewis' (1992) *Report on Race Relations*, a major precursor to the legislation of antiracist and ethnocultural equity policies in Ontario school boards. Toronto students had demanded answers as to why there were so few visible minority teachers and why there were so few role models (pg. 20). One must also take into account the fact that the race riots took place in Southern Ontario, and thus affected the students there more than in the North. Their involvement in the development of AEE policies for school boards in that region was essential for their success.

Methods to Increase the Recruitment & Retention of Visible Minority Teachers

The core objectives for employment practices in regards to the Antiracist and Ethnocultural Equity Policy in Ontario school boards include: ensuring that vacancies are advertised widely, internally within the organization as well as through outreach to designated groups, ensuring that recruitment, interview, selection, training, and promotion practices and procedures are bias-free, and ensuring that interview teams for board positions reflect the diversity within the community. The core objectives were meant to be used as a guideline for Ontario school boards to use when developing and implementing AEE policies. The data gathered from this question reveal that some boards have not yet met these objectives. Possible reasons for this are addressed in an interview with Lorne Shipman, a former policy analyst at the Ontario Anti-Racism Secretariat:

The Ministry decided to put forward a very realistic process. One which would give school boards enough time to develop policies and implementation action

plans in a reasonable way... But in doing that they gave school boards approximately 2 years to come up with their policy. They then have an auditing process that works on 5 year cycles. So it is possible that a school board could take two years to submit a policy, not be audited for another 5 years, if they were at the end of the cycle, only to find out that they weren't successful and sent back to the drawing board and as we've mentioned there's no penalty for having not been successful and then have possibly up to another 5 years before they were monitored again... But somewhere between 7 and 12 years it could take school boards to get it right. Whole generations of students would be in and out of the school system prior to some change. (Young, 1994)

Although Shipman allowed that few, if any, boards would take advantage of these policy flaws, it seems that due to the lack of monitoring and accountability school boards in Ontario have indeed not fully implemented these policies. Whether the problem be the lack of accountability the policy allows for or the lack of time to revise old policies due to the amalgamation of school board districts, the fact remains that the objectives set by the Ministry of Education and Training have not been met, which in turn means that the needs of visible minority students and teachers and their relations with non visible minority teachers and students are left on the backburner once again.

Impact of AEE Policies on the Recruitment of Visible Minority Teachers

It is apparent upon examination of the data gathered from this question that the majority of school board districts participating in this study experienced no significant increase or decrease in the recruitment of visible minority teachers since the implementation of AEE policies. Although 23% of all respondents chose not to answer this question, 64% indicated that there had been no significant increase or decrease in the recruitment of visible minority teachers in their school board districts. Three respondents from Southern Ontario school board districts did indicate a significant increase in their school board districts. None of the respondents from Northern Ontario indicated an

increase. A decrease in the recruitment of visible minority teachers was reported by none of the respondents.

Although a decrease in the recruitment of visible minority teachers was not experienced by any of the school board districts the fact that the majority experienced neither an increase nor a decrease indicates that the policy has had little impact in improving the recruitment of visible minority teachers in Ontario, particularly in Northern Ontario. Comments from respondents working in Northern Ontario school board districts have pointed out the difficulties in recruiting teachers to teach in the north:

It is only recently that we have been able to hire new teachers as others retire. Unfortunately we have difficulty hiring and retaining young people from the south. (Principal, Board #1)

Our difficulty in recruiting ANY teachers to the North is very difficult. Few qualified teachers apply no matter what their race! (Principal, Board #1)

Despite our growing aboriginal population there are VERY FEW applying to teaching, etc., positions... being on hiring teams in the past we actively look for aboriginal qualified teachers. There was only a couple who applied last spring. (Principal, Board #3)

When analysing the data regarding the impact AEE policies have had on the recruitment of visible minority teachers in Northern Ontario, it is necessary that one take into consideration the difficulties Northern Ontario school board districts have in recruiting any qualified teachers to teach in their schools. Further research is necessary on recruitment problems in Northern Ontario school board districts in order to gain a clearer

picture of the impact of AEE policies in the north, any assumptions made from the data gathered in this study present only part of the picture.

Impact of AEE Policies on the Retention of Visible Minority Teachers

The data gathered from this question presented similar results to the previous one. The majority of respondents (59%) indicated neither a significant increase nor a decrease in the retention of visible minorities since the development and implementation of AEE policies in their school board districts. A significant increase in the retention of visible minority teachers was indicated by 4 (18%) of the respondents, all of them from Southern Ontario school board districts. This question was not answered by 23% of the respondents. None of the respondents reported a decrease in the retention of visible minority teachers since the development and implementation of AEE policies in their school board districts.

Similar to the results of the question on the impact of AEE policies on the recruitment of visible minority teachers, the policies seem to have had little impact in terms of the retention of visible minority teachers in Ontario. Northern respondents, as stated in the previous section, reported that it was difficult to recruit and retain any qualified teachers in Northern Ontario. Those respondents that indicated an increase in the retention of visible minority teachers were all from Southern Ontario school board districts. More respondents indicated an increase in the retention of visible minority teachers, than did respondents indicating an increase in the recruitment of visible minority teachers. The difference in responses suggests that AEE policies have had more impact on retention than recruitment. However, the impact has only been recognized in Southern school board districts. This could be due to the greater number of visible

minority teachers in Southern Ontario school board districts, although this cannot be substantiated due to the lack of information regarding the exact number of visible minority teachers in Ontario.

The negative impact AEE policies have had on the recruitment and retention of visible minority teachers in Ontario school board districts can be attributed to many factors. The absence of data on the number of visible minority teachers working in Ontario schools impedes any efforts to rectify the problem of recruiting and retaining visible minority teachers. Reasons given by respondents in this study for undertaking AEE policies, and the processes they used to develop them reveal that Northern school board districts and Southern school board districts are faced with different problems. Northern Ontario school boards are not faced with the diversity that Southern boards are faced with, and have a difficult time recruiting and retaining any qualified teachers. The processes used by Ontario school board districts to develop AEE policies also revealed the absence of leadership and monitoring on the part of the Ministry of Education and Training, two vital requirements for a successful implementation. These barriers to successful implementation of AEE policies have impeded the impact on the recruitment and retention of visible minority teachers as revealed by the respondents in this study. Although a small percentage of respondents from Southern Ontario school board districts indicated that a significant increase in the recruitment and retention of visible minority teachers since the implementation of AEE policies in their school board districts, the majority indicated no significant increase or decrease. Northern school board districts revealed that they had experience neither an increase nor a decrease as well. AEE policies

in Ontario school board districts have had little if any impact on the recruitment and retention of visible minority teachers, indicating that there certainly is a problem.

The sensitive nature of this study was made apparent by the reluctance of many school board districts to participate in the questionnaire and in the interview process, as well as the reluctance to provide answers in the questionnaire. This reluctance impeded the research effort as a great amount of time was lost waiting for questionnaires to be returned, and the loss of data from interviews meant that data from the questionnaire could not be more thoroughly analysed. This attitude toward research problems such as the one examined in this study, may have similar results in future research efforts, as well as have had a negative impact on the recruitment and retention of visible minority teachers in Ontario school board districts in the absence of stricter policy implementation.

Recommendations

The data in this study suggest the following recommendations:

1. That information regarding the number of visible minority teachers employed in Ontario school board districts should be collected every 3-5 years. This information should be shared with all levels of the education system to promote, as the Education Commission of the States (1990) has argued, provincial-wide understanding of the lack of visible minority teachers in Ontario.
2. That the Ontario Ministry of Education and Training take a leadership role in the monitoring, development and implementation of AEE policies in order to facilitate the development and implementation of AEE policies.

3. That the Ministry provide clear guidelines, resource centres, networks, policy manuals, funds and research, as recommended by Mock and Masemann (1990) in order to facilitate the development and implementation of policies.
4. That the Ministry of Education and Training hold Ontario school board districts accountable for failing to meet the objectives set by them regarding the implementation of AEE policies.

Suggestions for Further Research

Suggestions for further research are presented in this section. The following two suggestions are directly related to the study itself:

1. Because the topic of this study was a sensitive one, and was done during a difficult educational climate, it would be worthwhile to replicate the study to verify the impact of antiracist and ethnocultural equity policies on the recruitment and retention of visible minority teachers in Ontario school boards. The amalgamation of school board districts should have progressed to a point where more school board districts may be inclined to participate in such a study.
2. This study was done by method of questionnaire only, interviews were to have taken place but those approached declined. A more comprehensive study would result if interviews were added.
3. There is a lack of research concerning the number of visible minority teachers employed in Ontario school board districts. Research is needed to verify whether AEE policies have had a positive impact on the recruitment and retention of visible minority teachers in Ontario school boards.

Conclusion

Through the development and implementation of antiracist and ethnocultural equity policies the Ontario Ministry of Education had hoped to identify and eliminate any barriers to equitable education for students and on equitable employment practices for staff of all races and ethnocultural backgrounds. Respondents in this study have shown that for the most part AEE policies have had little impact on the recruitment and retention of visible minority teachers since their implementation. Even though the need for and lack of visible minority teachers has been well documented in the literature the commitment to change on the part of the school boards, and Ministry of Education and Training is lacking. “Denunciation is impossible”, argues Paulo Freire, “without a commitment to transform and there is no transformation without action.” (p.76) Attention needs to be paid to the three recommendations made above if AEE policies are to make a greater impact on the recruitment and retention of visible minority teachers.

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APPENDIX A

Letter Regarding Nomination of Questionnaire Participants

Dear Sir or Madam,

My name is Dimitrios Panagos, a graduate student at Lakehead University. Currently I am working towards my Master's thesis on the impact of anti-racist and ethnocultural equity policies on the recruitment and retention of visible minority teachers in Ontario school boards. Recent literature on the lack of visible minorities in the teaching profession warn of what may become a reality in years to come – that a student in the public school system may graduate high school and never have a teacher from a minority group. This is alarming due to the increasing diversity of the student population in Canada – particularly Ontario, which houses 53% of the visible minority population in the country. The Government of Ontario's decision to implement an anti-racist and ethnocultural equity policy in school has attempted to resolve the aforementioned problem by making it mandatory of school boards to ensure that vacancies are advertised widely, internally with the organization as well as through outreach to designated groups, ensuring that recruitment, interview, selection, training, and promotion practices and procedures are bias-free, and ensuring that interview teams for board positions reflect the diversity within the community. The aim of my thesis is to examine the impact the policy mentioned above has had on the recruitment and retention of visible minority teachers. I am writing you to ask your assistance in nominating 10 superintendents or principals from your school board that have played an integral part in developing and implementing anti-racist and ethnocultural policies in your board, or are knowledgeable about these policies. With your permission I would like to send them the enclosed questionnaire. Participation is voluntary, and I assure you that the completed questionnaires will remain confidential. Data from the questionnaire will be stored for 7 years in accordance with ethics requirements. A summary of the study, upon request, will be available after the completion of the study.

Enclosed with this letter I have included a consent form for your signature which also has space for you to write down the names, positions and mailing addresses of 10 superintendents or principals best qualified in your board to answer the questionnaire. I would greatly appreciate your quick reply. Please return the sheet with your signature and list of names in the stamped envelope provided. If you have any further questions about the intended study, please feel free to contact me either by phone (519) 893-6215 or by e-mail at the following address: dpanagos@hotmail.com

Yours truly,

Dimitrios Panagos
Enclosures (3)

Participation Consent Form: Directors of Education

Name	Position	Mailing Address

My signature in the space provided below indicates my permission for Dimitrios Panagos to survey the administrators listed above from my school board. I have received an explanation of the nature of the study, as well as ethical considerations.

Signature of Director

Date

APPENDIX B

Letter to Directors of Education Regarding Nomination of Interview Participants

Dear _____,

My name is Dimitrios Panagos, a graduate student at Lakehead University. I'm currently working on a thesis on the impact of anti-racist and ethnocultural equity policies on the recruitment and retention of visible minority teachers in Ontario school boards. I'm writing you to ask your assistance in nominating superintendents or principals from your school board that have played an integral part in developing and implementing anti-racist and ethnocultural equity policies in your board, or are knowledgeable about these policies. I'd appreciate you nominating at least 5 administrators, although I will only interview 2 of them – in the event that one of them declines an interview I would like to have others to fall back on. The following ethical considerations will apply to the interview:

1. The interviewee is a volunteer and can withdraw at any time.
2. There is no apparent risk of physical or psychological harm.
3. The data provided by interviewees will be kept confidential.
4. The data collection will consist of a half hour taped interview.
5. Although the school board may be inferred in the study, the interviewee's identity will remain anonymous through careful disguising in the written analysis.
6. All materials taped will be kept for a period of 7 years from the date of completion.
7. Interviewees will receive a summary of the study, upon request, following the completion of the study.

Enclosed you will find a list of the questions that will guide the interview, as well as a consent form for your signature which also has space for the names of 5 principals or superintendents that would most ideal to interview on such a topic. A stamped envelope has also been included. I'd appreciate your quick reply. If you have any questions about the study, please feel free to contact me either by phone (519) 893-6215 or at the following e-mail address: dpanagos@hotmail.com.

Please accept a heartfelt thanks for your anticipated participation.

Yours truly,

Dimitrios Panagos

Consent form: (Permission to Interview)

My signature bellows indicates my permission for Dimitrios Panagos to contact the superintendents or principals listed below, and acknowledges that I have received an explanation of the nature of the study, as well as the ethical considerations.

Signature of Director

Date

NAME	POSITION	MAILING ADDRESS

APPENDIX C

Cover Letter/Consent Form and Questionnaire

Dear Participant,

My name is Dimitrios Panagos, a graduate student at Lakehead University. Currently I am working towards my Master's thesis on the impact of anti-racist and ethnocultural equity policies on the recruitment and retention of visible minority teachers in Ontario school boards. Recent literature on the lack of visible minorities in the teaching profession warn of what may become a reality in years to come – that a student in the public school system may graduate high school and never have a teacher from a minority group. This is alarming due to the increasing diversity of the student population in Canada - particularly Ontario, which houses 53% of the visible minority population in the country. Earlier this month I wrote the Director of your Board asking for names of administrators that would be best qualified to answer survey questions on the impact of the aforementioned policy on the recruitment and retention of visible minority teachers in your board. Your name/school was amongst those on the list. Participation in this survey is voluntary, and I assure you that completed questionnaires will remain confidential. Data from the questionnaire will be stored for 7 years in accordance with ethics requirements. A summary of the study, upon request, will be available after the completion of the study. If you have any further questions about the intended study, please feel free to contact me either by phone (519) 893-6215 or by e-mail at the following address: dpanagos@hotmail.com .

Yours truly,

Dimitrios Panagos

Your signature below indicates that _____ grants Dimitrios Panagos permission to use the information gathered from the survey. Please mail this consent form with the survey in the stamped envelope provided. Thank-you.

Participant's Signature

Date

Ontario's Antiracist and Ethnocultural Equity Policy and its Impact on the Recruitment and Retention of Visible Minority Teachers Questionnaire

Part A: Personal Information

Are you: Male Female

Do you consider yourself a visible minority? (eg. persons, other than Aboriginal peoples, who are non-Caucasian in race and non-white in colour)

Yes No

Do you consider yourself an Aboriginal person? (eg. persons who are Indians, Inuit or Métis)

Yes No

What is the name of your school board? _____

How many years have you worked for this school board? Check the appropriate answer.

0-5 years 6-10 years more than 10 years

What is your position in your school board?

Superintendent Principal Other (please specify) _____

Part B: Questionnaire

Please write the answers to the next four questions in the spaces provided. If the information is not available or you don't know check the box labeled N/A .

1. Approximately what percentage of the total student population in your Board are considered visible minorities? (eg. persons, other than Aboriginal peoples, who are non-Caucasian in race, and non-White in colour)

Visible minority student population percentage _____% N/A

2. Approximately what percentage of the total student population in your Board are considered Aboriginal peoples? (eg. persons who are Indians, Inuit or Métis)

Aboriginal student population percentage _____% N/A

3. Approximately what percentage of the full-time teaching staff in your Board are considered visible minorities (persons, other than Aboriginal peoples, who are non-Caucasian in race, and non-White in colour)?

Visible minority teacher percentage _____% N/A

4. Approximately what percentage of the full-time teaching staff in your Board are considered Aboriginal peoples? (persons who are Indians, Inuit or Métis)

Aboriginal teacher percentage _____% N/A

5. My school board undertook the development of antiracist and ethnocultural equity policies for the following reason/s:

Check all that apply.

- changing demographics and needs of students, community and staff
- community pressure
- required by law
- racial tensions amongst students and/or amongst staff
- other (please specify) _____

6. What process did your school board use in the implementation of anti-racist and ethnocultural equity policies? *Use an additional page if necessary.*

7. The following groups were involved in the development of antiracist and ethnocultural equity policies in my school board:

Check all that apply.

- teachers
- school board administration (principals, superintendents, directors, etc.)
- the community
- students
- other (please specify) _____

8. What has been done to increase the representation and retention of visible minority teachers in your board?

Check all that apply.

- ensuring that vacancies are advertised widely, internally within the board as through outreach to designated groups.
- ensuring that recruitment, interview, selection, training and promotion practices and procedures are bias-free
- ensuring that interview teams for board positions reflect the diversity within the community
- other (*please specify – use another page if necessary*) _____

9. Since the development and implementation of antiracist and ethnocultural equity policies in your board, what has been the impact on the recruitment of visible minority teachers?

Check the answer that best applies to your board.

- there has been a significant ***increase*** in the recruitment of visible minority teachers
- there has been a significant ***decrease*** in the recruitment of visible minority teachers
- there has been ***no significant increase or decrease*** in the recruitment of visible minority teachers
- other (*please specify*) _____

10. Since the development and implementation of antiracist and ethnocultural equity policies in your board, what has been the impact on the retention of visible minority teachers?

Check the answer that best applies to your board.

- there has been a significant ***increase*** in the retention of visible minority teachers
- there has been a significant ***decrease*** in the retention of visible minority teachers
- there has been ***no significant increase or decrease*** in the retention of visible minority teachers
- other (*please specify*) _____



Additional Comments: *Use additional page if necessary.*

**Thank you very much for answering this questionnaire,
Dimitrios Panagos**

APPENDIX D

Participation Consent Form (Interviewee)

My signature on this sheet indicates I agree to participate in a study by Dimitrios Panagos on the development and implementation of Antiracist and Ethnocultural Equity policies in my school board and its impact on the recruitment and retention of visible minority teachers, and it also indicates the following:

I am a volunteer and can withdraw at any time.

There is no apparent risk of physical or psychological harm.

The data I provide will be confidential.

The data collection will consist of a half hour taped interview.

Although the school system may be inferred in the study, my identity will remain anonymous through careful disguising in the written analysis.

All materials taped will be kept for a period of 7 years from date of completion.

I will receive a summary of the study, upon request, following the completion of the study.

I have received explanations about the nature of the study, its purpose, and procedures.

Signature of Participant

Date

Signature of Researcher

Interview Questions

1. **What process did your school board use in implementing anti-racist and ethnocultural equity policies?**
2. **Why did your school board undertake the development of anti-racist and ethnocultural equity policies?**
3. **Who was involved in the development of these policies?**
4. **What impact did the implementation of these policies have on the recruitment and retention of visible minority teachers in your board?**